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ABSTRACT

An interim evaluation analyzed the first year of operation of the Job Training for the Homeless Demonstration Program (JTHDP). Data were collected from quarterly progress reports and evaluation reports submitted by 32 local JTHDP projects. The projects exceeded planned levels of clients served and achieved other positive outcomes, including average wage at placement higher than the minimum wage and upgraded housing; they served a diverse group of homeless persons including many with barriers to employment. Many local projects adopted service delivery models that differed from the traditional model--direct employment, long-term support through sheltered/subsidized employment, and a recovery approach for those struggling with or recovering from alcohol or other drug dependency. Case management was a critical service and the service most frequently used by project participants. The projects varied considerably in the degree to which they used sophisticated assessment tools. Eleven projects used assessment methods that went beyond interviews by an intake worker or case manager through the use of standardized assessment tools; six others reported that staff made referrals to other agencies for sophisticated assessment. Job search assistance, job development and placement, and vocational/occupational skills training were the most popular employment and training services offered. Projects frequently offered remedial education, counseling, and subsidized employment services. Postplacement services were important. The projects worked with other community agencies to promote referral and other collaborative relationships. It has become increasingly evident that efforts to help the homeless demand coordination among employment and training program operators and education, welfare, and social service programs. The first year experience of the JTHDP also makes it clear that the high prevalence of alcohol and other drug abuse problems among homeless people indicates that still more linkages are necessary. (Synopses of JTHDP projects are appended.) (YLB)

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Job Training for the Homeless: Report on Demonstration's First Year

Research and Evaluation Report Series 91-F

U.S. Department of Labor
Employment and Training Administration
1991

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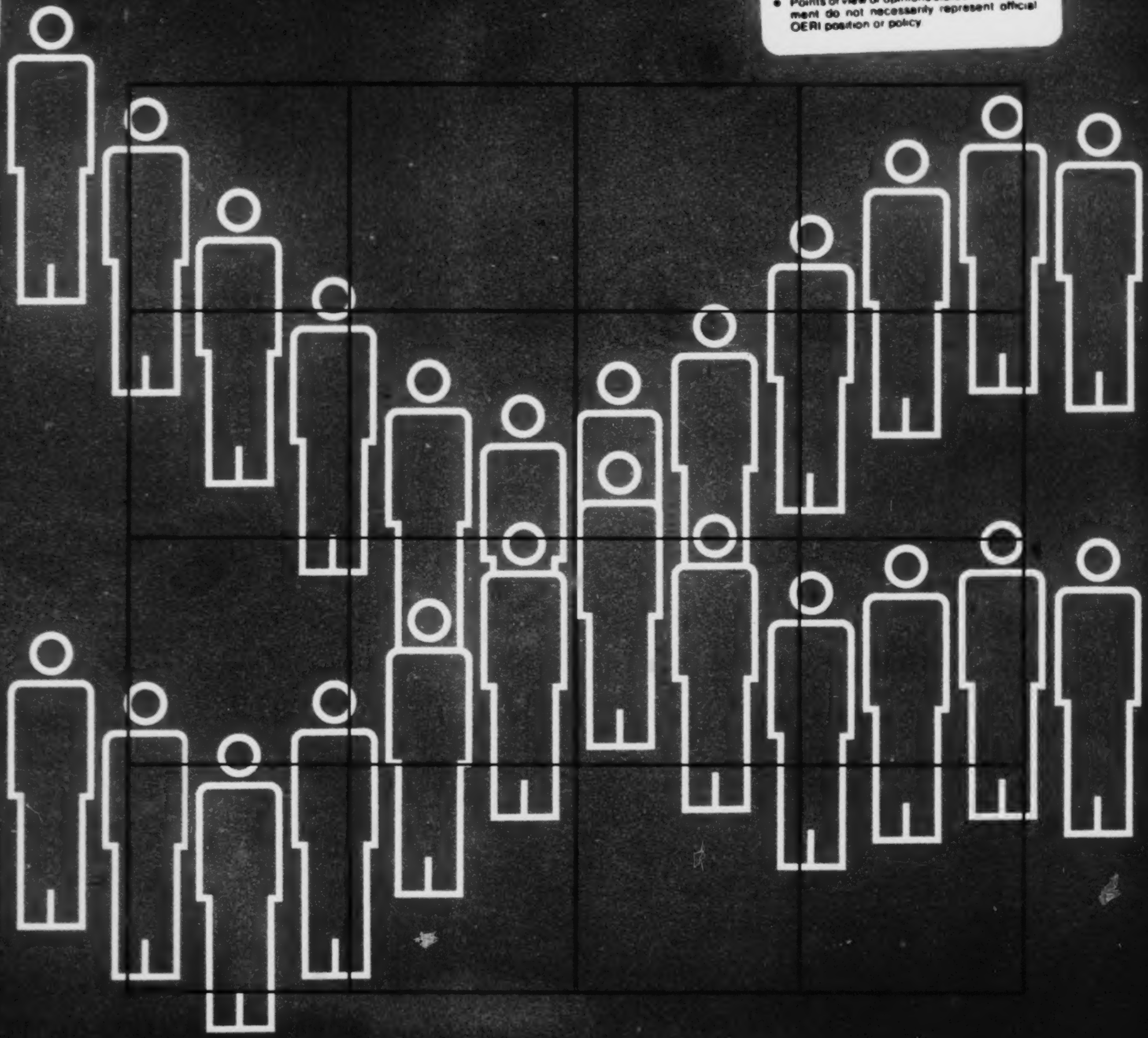

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Job Training for the Homeless: Report on Demonstration's First Year

Research and Evaluation Report Series 91-F

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1991

RESEARCH AND EVALUATION REPORT SERIES

The Research and Evaluation Report Series presents information about and results of projects funded by the Office of Strategic Planning and Policy Development (OSPPD) of the U.S. Department of Labor's Employment and Training Administration. These projects deal with a wide range of training, employment, workplace literacy, labor market, and related issues. The series is published under the direction of OSPPD's Dissemination Unit.

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Contractors conducting research and evaluation projects under Federal sponsorship are encouraged to express their own judgment freely. Therefore, this report does not necessarily represent the official opinion or policy of the Department of Labor.

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The Authors

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EXECUTIVE SUMMARY

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PURPOSE

The Stewart B. McKinney Homeless Assistance Act of 1987 authorized the Department of Labor to plan and implement the Job Training for the Homeless Demonstration Program (JTHDP) and required an evaluation of the results of the demonstration. The purpose of this interim evaluation report is to describe and analyze the first year of program operations. It is based primarily on quarterly progress reports and evaluation reports submitted by 32 local JTHDP projects.

BACKGROUND

During the past decade, the widespread and growing problem of homelessness in the United States has become the focus of national concern. National estimates of the homeless population size range from 250,000 to as many as 3 million.

Various reasons for recent increases in the homeless population include deinstitutionalization of the mentally ill, a growing shortage of affordable housing, more restrictive eligibility requirements for welfare and disability benefits, and a downturn in the local economy in some areas. The problem of homelessness is often compounded by inadequate mental health services, high unemployment, and alcohol and other drug abuse.

Homeless individuals need decent and affordable housing and adequate income maintenance. They also need access to a wide range of services, including job training, social skills training, social supports, medical care, and ongoing day care and other services for children. One promising approach to the problem of homelessness is to focus on the economic roots of the problem by providing employment and training services to homeless individuals.

Because many of the causes of homelessness are related to economic factors, many service providers, researchers, and policymakers believe that efforts to help homeless people obtain and keep good jobs are important efforts to address the problem. Providing employment and training services to homeless individuals focuses on the relationship among unemployment, poverty and homelessness. It is based on the premise that many people become homeless because they are unemployed or earn low incomes and lack the means to obtain housing. Their low earnings and consequent homelessness are explained at least in part by their lack of marketable skills and employment-related knowledge.

The Stewart B. McKinney Homeless Assistance Act of 1987 represents the first comprehensive national response to the problem of homelessness. Addressing the need to improve the skills, employment and earnings of homeless persons, the Act authorized the Department of Labor to plan, implement and evaluate a homeless job training demonstration program. The JTHDP, which is administered by the Department of Labor's Employment and Training Administration (ETA), is intended to develop knowledge for future policy decisions on job training for homeless Americans. The supporting goals of the JTHDP are the following:

- To gain information on how to provide effective employment and training services to homeless individuals to address the employment-related causes of the homeless and their job training needs
- To learn how States, local public agencies, private nonprofit organizations, and private businesses can develop effective systems of coordination to address the causes of homelessness and meet the needs of the homeless.

All projects funded under the Act must submit plans that provide for the following:

- ". . . coordination and outreach activities, particularly with case managers and care providers . . ."
- "in-shelter outreach and assessment, and where practical, pre-employment services . . . and other similar activities that will increase participation in their project."

The job training-related activities authorized under the Act include basic skills instruction, remedial education activities, basic literacy instruction, job search activities, job counseling, job preparatory training, and any other activities described in section 204 of the Job Training Partnership Act (JTPA). The 1989 Department of Labor notice of funds availability for the JTHDP stresses the importance of five of these latter types of activities: institutional skill training, on-the-job training, work experience, followup services, and supportive services. In addition to these services, guidance offered by the Department of Labor "suggests that the case management approach is a preferred method for providing job training for the homeless."

From the outset, the Department of Labor planners and administrators who were responsible for the JTHDP realized that no two local projects would be alike. However, in 1989 a generalized "logic model" addressing participant flow and service receipt was developed to assist local project operators and those responsible for monitoring and evaluating project implementation and outcomes. The key elements of this model were:

- A "traditional" sequence of employment and training services--outreach followed by intake/assessment, job training, job placement, and retention

- A wide range of support services, including housing, specialized assessment, transportation, and child care
- Case management as the element that would link the employment and training and supportive services together.

This model serves as a useful framework for organizing information and analyzing it to promote understanding of the JTHDP.

The McKinney Act mandated both a national-level and individual project-level evaluations. JTHDP projects are thus required to:

- Cooperate with the national-level evaluation being managed by the Department of Labor's ETA and conducted by R.O.W. Sciences, Inc.
- Conduct project-level evaluations within guidelines issued by the Department of Labor.

The national JTHDP evaluation plan was developed jointly by R.O.W. Sciences and ETA officials, using interviews with several of the stakeholders in the demonstration, and with input from the JTHDP demonstration projects. The evaluation design incorporates six key dimensions: outcome measures, client characteristics, program services, program implementation, program linkages, and program effectiveness. This report offers some preliminary findings from the first year of the JTHDP program operations, focusing on the first five of these dimensions. It provides basic operating and outcome data along with special analyses of a number of topics that were requested by ETA. It is based primarily on two sources of data:

- The final evaluation reports submitted by each of the first-year JTHDP projects
- Participant and outcome data from quarterly reports submitted by the projects.

All quantitative data and descriptive information that are presented in this report are self-reported by the projects.

RESULTS IN BRIEF

Thirty-two local projects have implemented a wide variety of case management, employment and training, housing, supportive, and post-placement followup services for homeless men, women, and children. As a group, the projects exceeded planned levels of participants served, trained, and placed. However, the "traditional" training model, which seeks to provide employability development followed by placement in unsubsidized employment may not be a realistic way of serving many homeless persons. Other approaches being adopted by local projects stress direct placement in jobs, rely on subsidized employment as a reasonable middle-range goal, and incorporate an extended stabilization or recovery period.

Given the widely divergent needs of homeless persons, effective case management and the development of effective coordination with other agencies are widely viewed as essential ingredients of JTHDP projects. The most frequently offered training and employment services by projects include job search assistance, job development and placement, and occupational skills training.

Initial analyses have documented significant barriers to effective participation in employment and training programs (as well as eventual unsubsidized employment) that are faced by homeless people who are alcohol and/or other drug abusers. Resources currently available to JTHDP projects are inadequate to meet fully the needs of this group.

PRINCIPAL FINDINGS

1. **The JTHDP Projects Exceeded Planned Levels of Clients Served, Trained, and Placed.** (See Summary of Program Outcomes, Chapter 2)

As summarized in Exhibit 1, both the demonstration as a whole and most individual projects exceeded planned outcome levels.

2. **The JTHDP Projects Achieved a Variety of Other Positive Outcomes.** (See Summary of Program Outcomes, Chapter 2)

Average wage at placement has often been used as an indicator of the quality of the jobs in which employment and training program participants are place. The average wage at placement for first-year JTHDP participants was slightly over $5, well over the minimum wage.

Although the primary focus of JTHDP during the first year was training, employment and job retention, many projects also helped participants improve their housing circumstances. Approximately 2,000 participants were placed in upgraded housing (e.g., from street to shelter, from shelter to transitional housing, from transitional housing to permanent housing).

Exhibit 1

Comparison of Planned and Actual Performance on Selected Outcome Measures

	Planned	Actual
Total Participants	5,100	7,400
Total Trained	3,100	4,600
Total Placed in Unsubsidized Employment	2,100	2,400

Many other participants were reported to have achieved a variety of other positive outcomes, including:

- completed extensive vocational/occupational training
- gained work experience or placed in supported work
- completed high school or a GED, and/or
- obtained benefits to which they were entitled from various Federal programs.

3. **The JTHDP Projects Have Served a Diverse Group of Homeless Persons, Including Many with Major Barriers to Employment.** (See Summary of Participant Characteristics, Chapter 3)

Although the Department of Labor permitted JTHDP projects to target their services to specific subgroups within the overall homeless population, only 8 of the 32 projects chose to do so. Information supplied by the projects indicates that roughly 66 percent of the JTHDP participants were males, about 88 percent were working-age adults, approximately 50 percent were ethnic or racial minority-group members, and a slight majority had a high school diploma or GED.

The data provided on barriers to employment faced by participants are instructive. Review of information contained in the local project final evaluation reports indicates that approximately 45 percent of participants had alcohol and other drug abuse problems; 39 percent were dropouts; 24 percent had emotional or other mental illnesses; 12 percent were ex-offenders; 11 percent were physically disabled; and 9 percent were victims of spouse abuse.

4. **Many JTHDP Local Projects Have Adopted Service Delivery Models That Differ from the Traditional Model.** (See Alternative Models of Service Delivery, Chapter 4.B)

When the JTHDP was planned, Federal and local policymakers and planners primarily had a "Traditional Training Model" in mind. In particular, it was presumed that the typical participant would move from intake and assessment into case management, receive job training services and be placed into unsubsidized employment.

This model assumes that the homeless persons enrolled in the JTHDP would have the capacity to benefit from training, the desire to participate in training, the means to support themselves and their families while in training, and the capacity to overcome fully their barriers to employment over the course of a training program and, thus permitting unsubsidized employment at the end of the training.

This model of service delivery has been implemented for many clients at many of the JTHDP projects. It has proven feasible for people with income support and shelter (e.g., Aid to Families with Dependent Children mothers living in family shelters) whose barriers to employment do not preclude attendance at training sessions and are not so great as to make it implausible to think about unsubsidized placement at the end of the training.

However, as the JTHDP projects were implemented, (indeed, as assumed or planned for projects targeted on the mentally ill or on recovering substance abusers) it became clear that these assumptions did not hold for all of the homeless people enrolled in the JTHDP. Some participants felt that they could not afford to postpone employment for lengthy training because they needed funds for food and shelter immediately. These people, primarily single males, pressed local project staff for immediate referrals to jobs regardless of the formal project structures. As a result, a number of projects formally or informally developed a "Direct Employment Model" for a portion of their participants where clients move directly from intake and case management to placement. This model seems viable for homeless persons who are relatively job ready and without immediate sources of income and shelter.

Over time, a number of projects realized--or in some cases had assumed in their local plans--that the goal of unsubsidized employment is not realistic, at least in the short run, for many homeless people with serious mental or physical disabilities. Some projects are using a "Long-Term Support Model" that relies on subsidized employment or a sheltered workshop or supported work setting as either a means to eventual unsubsidized employment or a realistic final outcome. This model entails moving from intake/assessment and case management into a continuing subsidized employment/sheltered work setting.

Finally, JTHDP project efforts to serve many homeless people led them to work with clients who simply were not yet ready to participate in training or subsidized jobs, let alone unsubsidized employment. Specifically homeless clients who were struggling with and/or recovering from alcohol or other drug dependency often needed a period in which they could stabilize their lives before they were ready to participate fully in employment and training-oriented activities.

Given this situation, a number of JTHDP projects began to develop what might be called a "Recovery Model." This model calls for an extended period of time in which case management, counseling, and alcohol or other drug abuse treatment are provided to help clients learn or relearn socialization skills and overcome dysfunctional behaviors.

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5. **JTHDP Projects Reported That Case Management is a Critical Service.** (See Case Management, Chapter 4.C)

Case management, a process by which one or more staff oversees the assessment and receipt of needed services by a homeless person during the entire time the participant is being served by the project, was frequently cited by projects as one of the most critical components of their programs, and the authors of local evaluation reports often stated it was the service most frequently utilized by project participants.

6. **JTHDP Projects Vary Considerably in the Degree to Which They Utilize Sophisticated Assessment Tools.** (See Assessment, Chapter 4.D)

Reports from 11 projects indicated their staff use assessment methods that go beyond interviews by an intake worker or case manager by using standardized assessment tools such as the Wide Range Achievement Test or the Adult Basic Learning Examination. Six other reports indicate that JTHDP project staff make referrals to other agencies for sophisticated assessment. The remaining projects make only general references to the kinds of assessment they are doing. Based on site visits to some projects and telephone conversations with others, we have concluded that assessment at these sites consists primarily of an interview by an intake worker or case manager oriented around filling out an employability development and/or services plan.

7. **Job Search Assistance, Job Development and Placement, and Vocational/Occupational Skills Training are the Most Popular Employment and Training Services Offered by JTHDP Projects.** (See Employment and Training Services, Chapter 4.E)

Final evaluation reports indicated that at least 80 percent of the participating projects offered the following employment and training services:

- Job search assistance/job preparatory training was reported as being offered in 87 percent of the projects.
- Job development and placement was reported as being offered in 84 percent of the projects.
- Vocational/occupational skills training in a classroom setting was reported as being offered in 83 percent of the projects.

8. **JTHDP Projects also Frequently Offered Remedial Education, Counseling, and Subsidized Employment Services.** (See Employment and Training Services, Chapter 4.E)

Other employment and training services reported as being offered included remedial education and basic skills/literacy instruction (61 percent of the projects), job counseling (52 percent of the projects), and subsidized employment. The latter included:

- Work experience--35 percent.
- Subsidized employment--16 percent.
- Sheltered employment--13 percent.

9. **Postplacement Services are Important for Homeless Persons.** (See Postplacement Services, Chapter 4.F)

The reports submitted by the JTHDP projects indicated consensus that the service delivery process does not end once employment is secured. Many formerly homeless individuals need and receive support both during and after the 13-week followup period outlined in the legislation and regulations. Postplacement services frequently cited by the projects include transportation, employee/employer, intervention/advocacy, continuation of support services, rental assistance, and group counseling.

10. **JTHDP Projects Have Worked with Other Community Agencies To Promote Referral and Other Collaborative Relationships.** (See Program Coordination, Chapter 5)

Twenty-eight of the final evaluation reports explicitly addressed steps that were being taken to promote linkages from JTHDP projects to other community agencies that are in a position to help homeless people. The predominant service areas provided through linkages are supportive services, housing, and employment and training. Projects also reported that efforts to promote coordination have resulted in a range of additional benefits. Systems of coordination have contributed to the acceptance of JTHDP projects in their communities, increased public awareness of the project, built community support for the problems of the homeless, and resulted in capacity building to effectively address the needs of the homeless population.

11. Limited Effectiveness of JTHDP for Homeless Alcohol and Other Drug Abusers.

(See Incidence of Alcohol and Other Drug Abuse Among Homeless Participants, Chapter 6)

Information reported by the JTHDP projects makes it clear that the need for alcohol and other drug abuse counseling and treatment efforts far outweighs the ability of JTHDP projects to provide them from their own resources. Moreover, it appears that problems in availability of treatment slots are limiting the ability of JTHDP projects to make successful referrals to agencies that specialize in this kind of treatment. Data from the first year of operations of the JTHDP confirm that the profound effects of alcohol and other drug abuse on participants are a primary reason why individuals and families are not able to take full advantage of JTHDP services, do not fully benefit from training opportunities, are not placed in jobs, and do not succeed in employment settings.

CONCLUSIONS AND IMPLICATIONS FOR FURTHER EVALUATION

1. The Need for Employment and Training Services for Homeless People

The demand for employment and training services for homeless people is illustrated by the fact that most JTHDP projects served far more people than expected. The 7,400 participants served is considerably more than the 5,200 homeless people that the projects planned to serve. In addition to exceeding the number of participants served, the projects also exceeded the proposed number of participants that participated in training-related activities. Three thousand-fifty participants were expected to enter training; the actual number of participants enrolled in training was slightly over 4,600.

2. The Potential of Analyzing JTHDP Activities in Terms of Alternative Models of Service Delivery

Adoption of an analytic framework in which there are alternatives to the Traditional Training Model should be helpful in conceptualizing the ways that projects are viewed and the kinds of outcomes that seem appropriate measures of program performance. In particular, it is important to recognize that many homeless men, women, and youth are not immediately ready for traditional employment and training services.

3. The Need for Supportive Services That Make It Possible for Hard-to-Place Homeless People To Benefit from Employment and Training Services

At minimum, adequate supportive services for homeless individuals with alcohol and other drug abuse, with chronic mental illness, and with other severe barriers to employment may be necessary before helping them to achieve stable employment and housing arrangements. Without these services, many homeless people cannot be expected to complete training programs, be placed in jobs, or stay in them.

4. The Need To Explore the Strengths and Weaknesses of Subsidized Employment as a Way To Serve Hard-to-Place Homeless Men and Women

Those who were responsible for drafting the Job Training Partnership Act believed that the problems associated with subsidized employment in the public and private non-profit sectors under the Comprehensive Employment and Training Act outweighed their benefits. As a result, they eliminated the CETA provisions that had authorized public service employment and put severe limits on adult work experience in JTPA. These limits are not in effect for the JTHDP, however, and a number of grantees attempted to integrate versions of work experience and related approaches into their service models.

In particular, site visits to the **City of Saint Paul Job Creation and Training Section (Minnesota)** and the **Seattle-King County Private Industry Council (Washington)** projects suggest that local staff believe that an "enriched work experience" model that combines traditional work experience at government and/or private non-profit work sites with basic education and/or skills training can be a useful tool in helping homeless men and women who need immediate income but are not yet ready for unsubsidized employment or on-the-job training at for-profit work sites, including many hard-to-place clients with chronic mental illnesses and substance abuse problems. Other grantees found that supported and sheltered employment can also be useful approaches for this same hard-to-place client group.

5. The Need for Increased Coordination

In recent years, employment and training program operators have become increasingly aware of the need to coordinate their efforts with education, welfare, and social service programs. By definition, efforts to help homeless people mean that coordination with programs to provide temporary and permanent housing also must also be incorporated into program models. The first-year experience of the JTHDP makes it clear that the high prevalence of alcohol and other drug abuse problems among homeless people indicates that still more linkages are necessary.

CHAPTER 1. INTRODUCTION

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A. BACKGROUND

During the past decade, the widespread and growing problem of homelessness in the United States has become the focus of national concern. National estimates of the homeless population size range from 250,000 to as many as 3 million.

Various reasons for recent increases in the homeless population include deinstitutionalization of the mentally ill, a growing shortage of affordable housing, more restrictive eligibility requirements for welfare and disability benefits, and a downturn in the local economy in some areas. The problem of homelessness is often compounded by inadequate mental health services, high unemployment, and alcohol and other drug abuse.

Homeless individuals need decent and affordable housing and adequate income maintenance. They also need access to a wide range of services, including job training, social skills training, social supports, medical care, and ongoing day-care and other services for children. One promising approach to the problem of homelessness is to focus on the economic roots of the problem by providing employment and training services to homeless individuals.

Because many of the causes of homelessness are related to economic factors, many service providers, researchers, and policymakers believe that efforts to help homeless people obtain and keep good jobs are important efforts to address the problem. Providing employment and training services to homeless individuals focuses on the relationship among unemployment, poverty, and homelessness. It is based on the premise that many people become homeless because they are unemployed or earn low incomes and lack the means to obtain stable housing. Their low earnings and consequent homelessness are explained at least in part by their lack of marketable skills and employment-related knowledge.

The Stewart B. McKinney Homeless Assistance Act of 1987 represents the first comprehensive national response to the problem of homlessness. Addressing the need to improve the skills, employment, and earnings of homeless persons, the Act authorized the Department of Labor to plan, implement, and evaluate a homeless job training demonstration program.

B. OVERVIEW OF THE JOB TRAINING FOR THE HOMELESS DEMONSTRATION PROGRAM

Authorizing Legislation and Guidelines

The Job Training for the Homeless Demonstration Program (JTHDP) was authorized under section 731 of the McKinney Act. From the outset, the Congress stressed that the focus of the JTHDP was to be on knowledge development. The JTHDP, which is administered by the Department of Labor's Employment and Training Administration (ETA), is intended to develop information and direction for future policy decisions on job training for homeless Americans.

The supporting goals of the JTHDP program are the following:

- To gain information on how to provide effective employment and training services to homeless individuals to address the employment-related causes of the homeless and their job training needs
- To learn how States, local public agencies, private nonprofit organizations, and private businesses can develop effective systems of coordination to address the causes of homelessness and meet the needs of the homeless.

All projects funded under the JTHDP must submit plans that provide for the following:

- ". . . coordination and outreach activities, particularly with case managers and care providers . . ."
- ". . . in-shelter outreach and assessment, and where practicable, pre-employment services and other similar activities that will increase participation in their project."

The job training-related activities authorized under the Act include basic skills instruction, remedial education activities, basic literacy instruction, job search activities, job counseling, job preparatory training, and any other activities described in section 204 of the Job Training Partnership Act (JTPA). The 1989 Department of Labor notice of funds availability for the JTHDP stresses the importance of five of these latter types of activities: institutional skill training, on-the-job training, work experience, followup services, and supportive services. In addition to these services, guidance offered by the Department of Labor "suggests that the case management approach is a preferred method for providing job training for the homeless."

Program Logic and Structure

From the outset, the Department of Labor planners and administrators who were responsible for the JTHDP realized that no two local projects would be alike. However, in 1989 a generalized "logic model" addressing participant flow and service receipt was developed to assist local project operators and those responsible for monitoring and evaluating project implementation and outcomes.

As illustrated in Exhibit 1-1 on the following page, the key elements captured by this model were the following:

- A "traditional" sequence of employment and training services--outreach followed by intake/assessment, job training, job placement, and retention
- A wide range of support services, including housing, specialized assessment, transportation, and child care
- Case management as the element that would link the employment and training and supportive services together

This model serves as a useful framework for organizing information and analyzing it to promote understanding of the JTHDP.

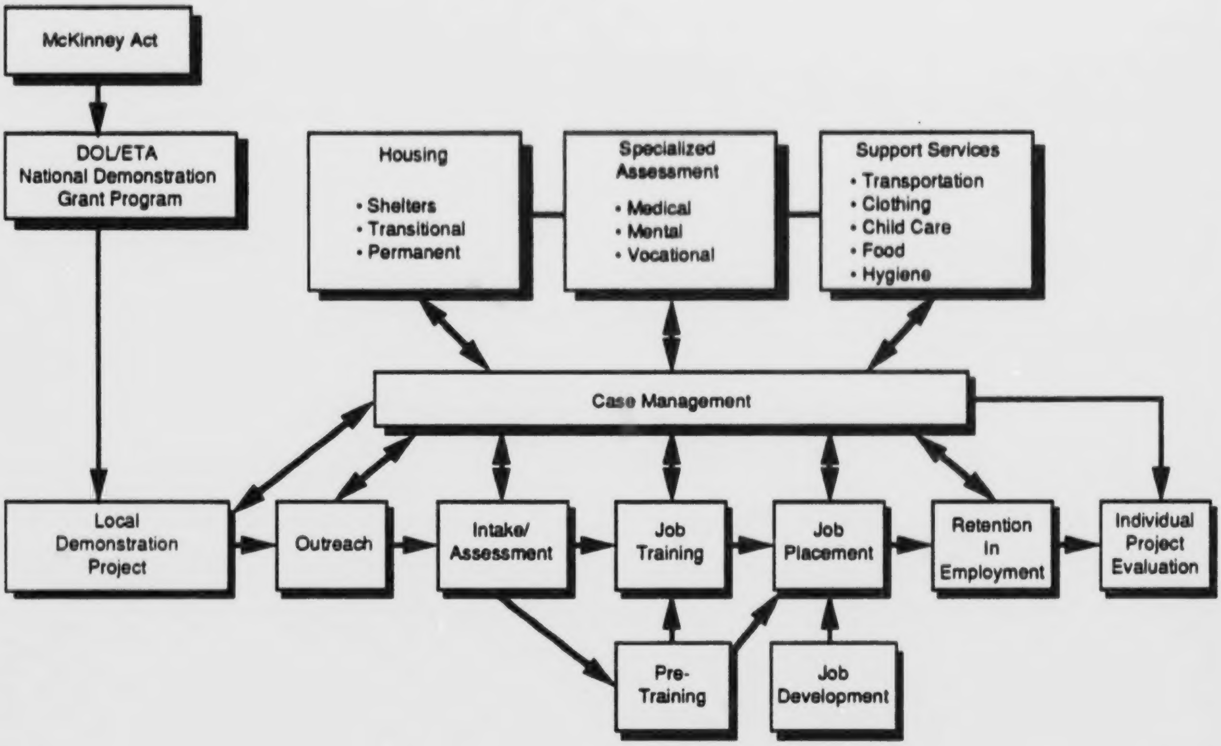
Initial Implementation of the JTHDP

In April 1988 the Department of Labor published a Notice of Availability of Funds and Request for Applications for the JTHDP in the *Federal Register*. In September 1988 the Department completed a competitive procurement process by awarding $7.7 million in 1-year grants to 33 public and private groups to develop and implement employment and training projects for the homeless. Thirty-two of the 33 grantees implemented local projects and are the subject of this report. One grantee, the Boston Indian Council, experienced major organization-wide problems and went out of business before the project was ever implemented.

Exhibit 1-2 contains a State-by-State listing of these projects. Their geographic locations are shown in Exhibit 1-3. Additional details on the size of the grants and the program designs are contained in Appendices A and B to this report.

Exhibit 1-1
Local Job Training for the Homeless Demonstration Project

Logic Model


McKinney Act
DOL/ETA National Demonstration Grant Program
Housing
• Shelters
• Transitional
• Permanent
Specialized Assessment
• Medical
• Mental
• Vocational
Support Services
• Transportation
• Clothing
• Child Care
• Food
• Hygiene
Case Management
Local Demonstration Project
Outreach
Intake/ Assessment
Job Training
Job Placement
Retention In Employment
Individual Project Evaluation
Pre-Training
Job Development

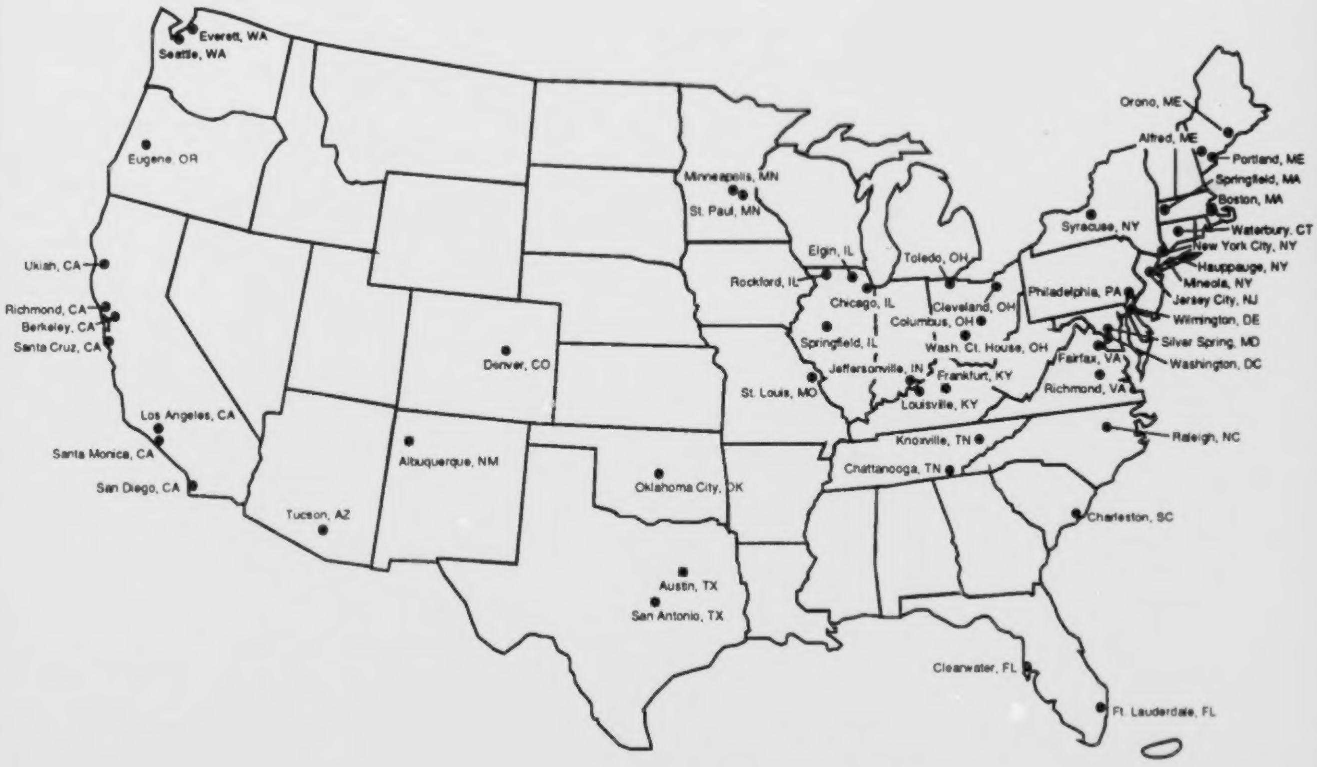
9

Exhibit 1-2
State-by-State Listing of JTHDP Projects

Grantee Organization	City/State
Pima County Community Services Department	Tucson, AZ
Center for Independent Living	Berkeley, CA
City of Richmond, Private Industry Council	Richmond, CA
Step Up On Second Street, Inc.	Santa Monica, CA
North Coast Opportunities, Inc.	Ukiah, CA
Denver Department of Social Services	Denver, CO
Delaware Division of Alcohol and Drug Abuse	Newark, DE
ARCH Training Center, Inc.	Washington, DC
Broward Employment and Training Administration	Fort Lauderdale, FL
Elgin Community College	Elgin, IL
Rock River Training Corporation	Rockford, IL
Illinois Department of Public Aid	Springfield, IL
Land of Lincoln Goodwill Industries, Inc.	Springfield, IL
Hoosier Valley Economic Opportunity Corp.	Jeffersonville, IN
Jefferson County Public Schools	Louisville, KY
Tribal Governors, Inc.	Orono, ME
Boston Indian Council, Inc.*	Boston, MA
Massachusetts Career Development Institute	Springfield, MA
City of St. Paul, Job Creation and Training Section	St. Paul, MN
Independence Center	St. Louis, MO
Corporation for Employment and Training, Inc.	Jersey City, NJ
St. Martin's Hospitality Center	Albuquerque, NM
Suffolk County Department of Labor	Hauppauge, NY
Nassau Children's House, Inc.	Mineola, NY
City of Syracuse, Office of Development	Syracuse, NY
Wake County Job Training Office	Raleigh, NC
Cuyahoga County Department of Development	Cleveland, OH
Toledo Area Private Industry Council	Toledo, OH
Community Action Commission of Fayette County	Washington Ct. House, OH
Charleston County Employment and Training	Charleston, SC
Austin/Travis County Private Industry Council	Austin, TX
Fairfax County Department of Social Services	Fairfax, VA
Seattle-King County Private Industry Council	Seattle, WA

*Failed to implement project.

Exhibit 1-3
Geographic Distribution of JTHDP Projects


Everett, WA
Seattle, WA
Eugene, OR
Ukiah, CA
Richmond, CA
Berkeley, CA
Santa Cruz, CA
Los Angeles, CA
Santa Monica, CA
San Diego, CA
Tucson, AZ
Albuquerque, NM
Denver, CO
Oklahoma City, OK
Austin, TX
San Antonio, TX
Minneapolis, MN
St. Paul, MN
Elgin, IL
Rockford, IL
Chicago, IL
Springfield, IL
St. Louis, MO
Jeffersonville, IN
Toledo, OH
Cleveland, OH
Columbus, OH
Wash. Ct. House, OH
Frankfurt, KY
Louisville, KY
Knoxville, TN
Chattanooga, TN
Orono, ME
Alfred, ME
Portland, ME
Springfield, MA
Boston, MA
Syracuse, NY
Waterbury, CT
New York City, NY
Hauppauge, NY
Mineola, NY
Jersey City, NJ
Philadelphia, PA
Wilmington, DE
Silver Spring, MD
Washington, DC
Fairfax, VA
Richmond, VA
Raleigh, NC
Charleston, SC
Clearwater, FL
Ft. Lauderdale, FL

C. OVERVIEW OF THE NATIONAL EVALUATION OF THE JTHDP

The McKinney Act mandated both national-level and individual project-level evaluations. JTHDP projects are thus required to:

- Cooperate with the national-level evaluation being managed by the Department of Labor's ETA and conducted by R.O.W. Sciences, Inc.
- Conduct project-level evaluations within guidelines issued by the Department of Labor

An overview of the JTHDP, the role of the local demonstration projects, and the national evaluation are shown in Exhibit 1-4.

The national evaluation has been structured to:

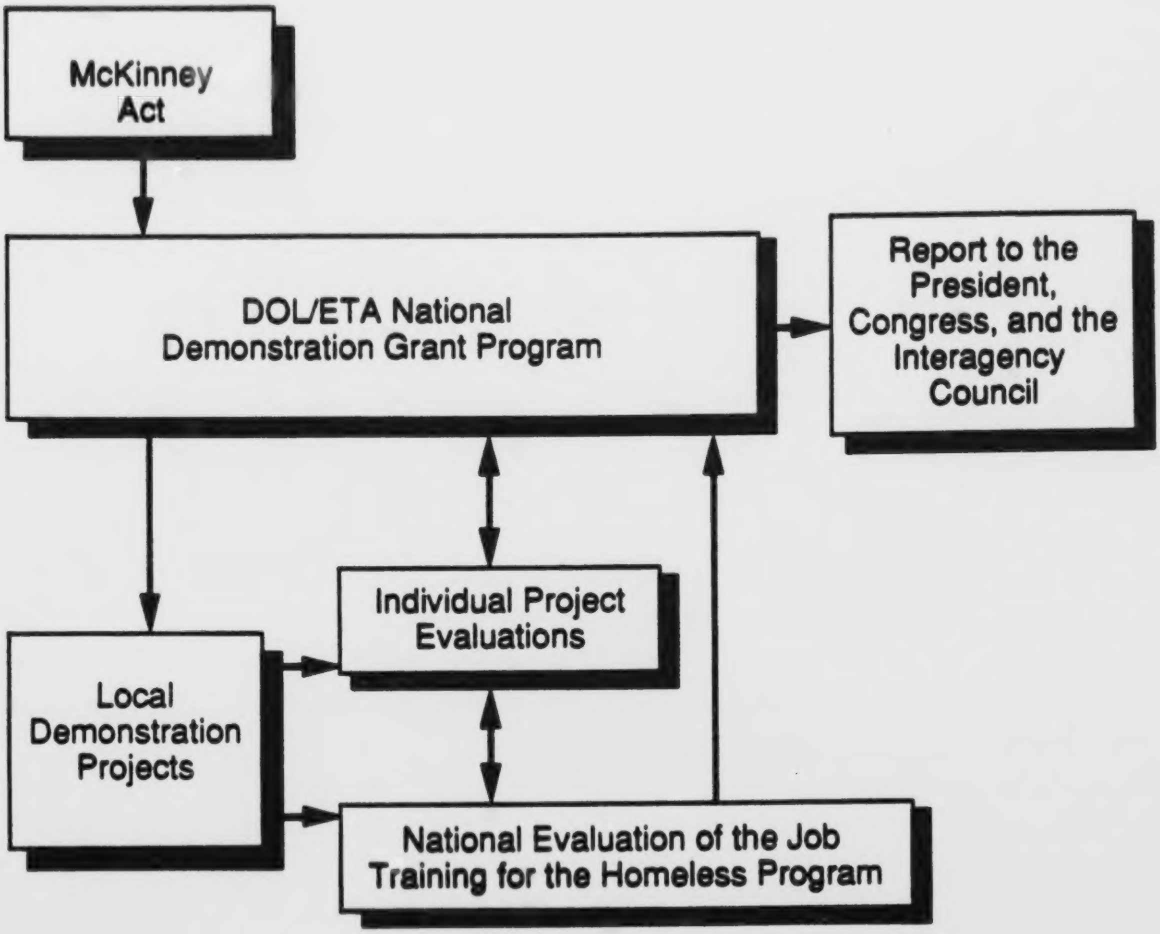
- Determine the overall outcomes of the national demonstration program
- Compare, to the extent possible, the relative effectiveness of different projects
- Determine how service providers can coordinate to address the causes of homelessness and better meet the needs of the homeless

As required by the McKinney Act, the results of the overall evaluation effort are to be incorporated into a report to the President, Congress, and the Interagency Council on the Homeless (a Federal coordinating group established by the Act).

The national JTHDP evaluation plan was developed jointly by R.O.W. Sciences and ETA, using interviews with several of the stakeholders in the demonstration and with input from the JTHDP demonstration projects.

For this report, study findings have been based primarily on review of materials submitted by the projects. A Cooperative Client Information Program (CCIP) is currently being implemented to provide participant-specific data on participant characteristics, services, and outcomes and will serve as a major data source for future reports on the JTHDP.

Exhibit 1-4
Overview of the Job Training for the Homeless Demonstration Program


McKinney Act
DOL/ETA National Demonstration Grant Program
Report to the President, Congress, and the Interagency Council
Individual Project Evaluations
Local Demonstration Projects
National Evaluation of the Job Training for the Homeless Program

The overall JTHDP evaluation design incorporates six key dimensions:

1. Outcome measures
2. Client characteristics
3. Program services
4. Program implementation
5. Program linkages
6. Program effectiveness

As discussed in greater detail below, this report offers some preliminary findings from the first year of the JTHDP national evaluation, focusing on the first five of these dimensions.

D. SCOPE, METHODOLOGY, AND DATA SOURCES FOR THIS REPORT

This report has been prepared to provide preliminary analyses covering the first 12 months of experience of the JTHDP in 32 sites. The report provides basic operating and outcome data along with special analyses of a number of topics that were requested by ETA. It is based primarily on two sources of information:

- The final evaluation reports submitted by each of the first-year JTHDP projects
- Participant and outcome data from quarterly reports submitted by the projects

All quantitative data and descriptive information that are presented in this report were self-reported by the projects.

ORGANIZATION OF THIS REPORT

The remainder of this report is organized around the above-discussed dimensions of our evaluation design. Project outcomes are summarized in Chapter 2, and participant characteristics are presented in Chapter 3. Chapter 4 of the report contains a summary and analysis of the services that were actually offered by the 32 JTHDP projects in their first year of operation, and Chapter 5 summarizes the available information on the coordination and linkage efforts undertaken by the projects. Finally, Chapter 6 integrates the available data on the implementation of JTHDP projects for homeless people with alcohol and other drug problems. Additional information on the JTHDP projects can be found in Appendices A and B to this report.

CHAPTER 2. PROGRAM OUTCOMES

CHAPTER 2. PROGRAM OUTCOMES

A. INTRODUCTION

The primary dimensions of JTHDP project outcomes are delineated in the McKinney Act (section 736b). As specified in the Act, both individual project evaluations and the national evaluation should include information on the following:

- Number of homeless participants served
- Number of homeless participants placed in jobs
- Average length of training time under the project
- Average training cost under the project
- Average retention rate of placements of homeless participants after training.

In addition to the five measures specified in the McKinney Act, ETA added the following four outcome measures:

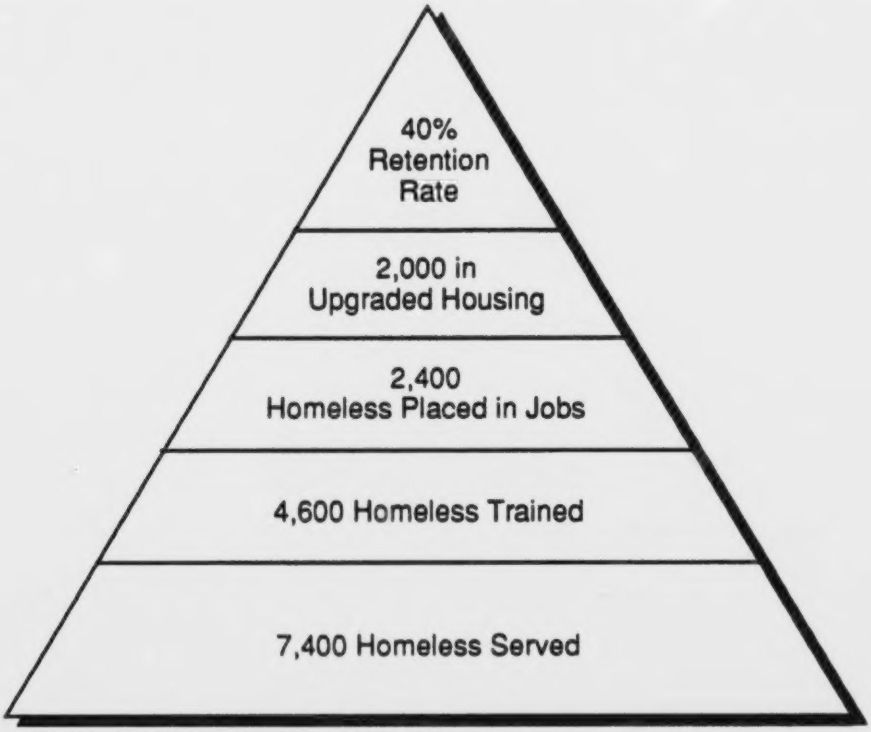
- Number of project participants trained
- Average hourly wage rate at placement and during the 13th week after placement
- Number of project participants placed by type of job
- Number of project participants with upgraded housing.

The need for these additional measures was identified at the first national Conference on Job Training Demonstration Programs for the Homeless in June 1989, attended by the first group of JTHDP projects. Conference participants identified the above additional performance measures as crucial to developing a complete picture of the outcomes of employment and training programs for the homeless.

B. SUMMARY OF OUTCOMES

The highlights of the accomplishments of the JTHDP projects with respect to these outcomes during the first year of the program are summarized in Exhibit 2-1 and discussed in greater detail in the remainder of this chapter.

Exhibit 2-1
Overview of Outcomes


40%
Retention
Rate
2,000 in
Upgraded Housing
2,400
Homeless Placed in Jobs
4,600 Homeless Trained
7,400 Homeless Served

Homeless Participants Served

Roughly 7,400 homeless people received services under the JTHDP during its first year. As noted in Exhibit 2-2, the numbers of participants varied considerably from project to project. The numbers of participants ranged from lows of 16 at the **Rock River Training Corporation (Illinois)** and 26 at the **Fairfax County Department of Social Services (Virginia)**, to highs of 613 at the **Denver Department of Social Services (Colorado)** and 910 at the **Center for Independent Living (California)**, with an average number of 224 participants served.

The 7,400 participants served is considerably more than the 5,100 homeless people that the projects planned to serve. As noted in Exhibit 2-3, 24 of the 31 projects for whom there are available data served more participants than planned. Seventy-seven percent of the projects exceeded the number of participants they had planned to serve, while only 13 percent served less than planned. Ten percent of the projects served the same amount of participants as projected.

Elgin Community College (Illinois) and **Charleston County Employment and Training (South Carolina)** served more than twice the planned number of homeless participants. The **Delaware Division of Alcohol and Drug Abuse, Rock River Training Corporation (Illinois), Community Action Commission of Fayette County (Ohio)**, and **Fairfax County Department of Social Services (Virginia)** served fewer people than planned.

Project Participants Trained

In addition to exceeding the number of participants served, the JTHDP projects also exceeded the proposed number of participants that participated in training-related activities. Three thousand-fifty participants were expected to enter training, with an average of 109 participants enrolled in each of the projects' training programs. The actual number of participants enrolled in training was slightly more than 4,600, with an average of 145 participants enrolled in each program. Of the 28 projects that submitted data, 68 percent met or exceeded the proposed number of participants in training-related activities.

Placements in Unsubsidized Employment

Placements of participants into unsubsidized jobs have been a traditional measure of the effectiveness of Federal employment and training programs since they were first initiated under the

Exhibit 2-2
Number of Participants Served

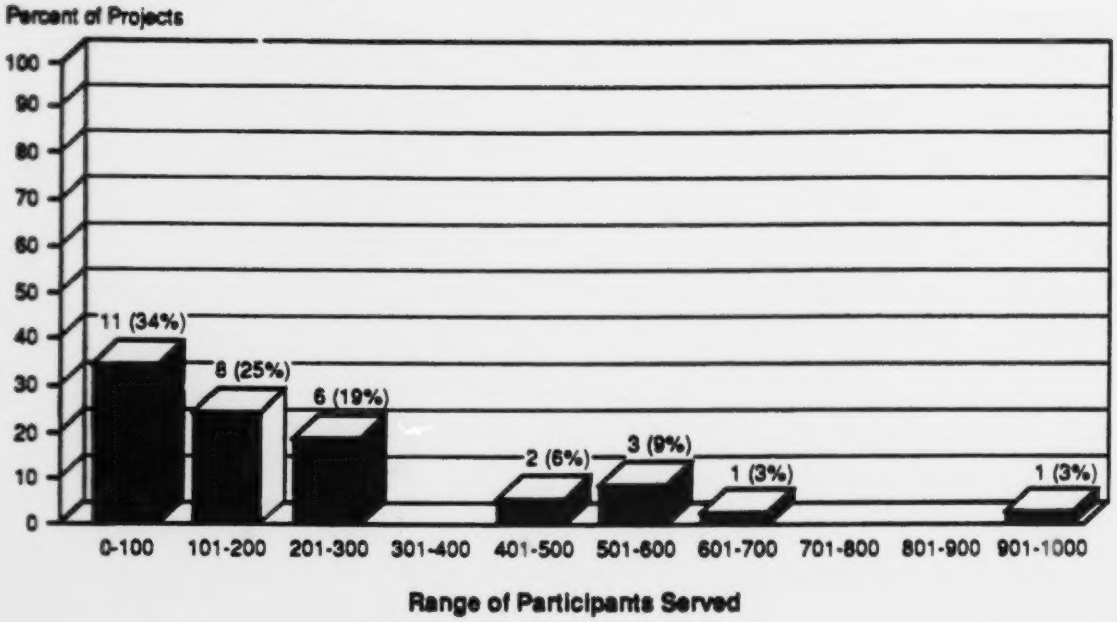
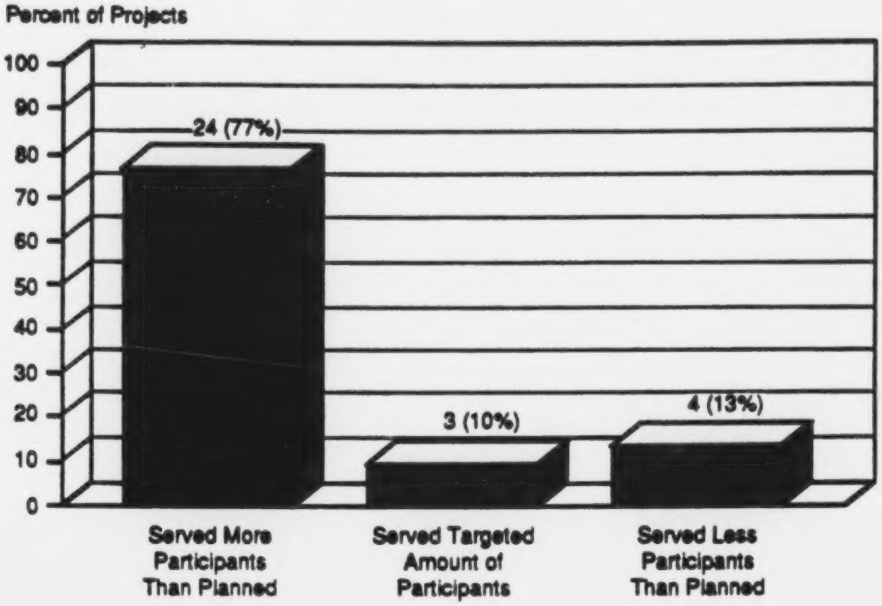


Exhibit 2-3
Planned Versus Actual Number of Participants Served



Manpower Development and Training Act of 1962 (MDTA). Data submitted by the JTHDP projects indicate that more than 2,400 participants were placed in jobs during the first year of project operation, just less than 33 percent of the total number of reported participants.

The reported placement total of 2,400 is roughly 20 percent higher than the planned total of just less than 2,100. As noted in Exhibit 2-4, these totals reflect a situation in which 16 projects met or exceeded their planned placement totals and 15 did not.

Average Retention Rate

Twenty-six projects submitted data on their participants' employment retention rate. Across all projects, approximately 40 percent of those placed were employed at the 13th week after placement.

Average Wage at Placement and at 13 Weeks

Average wage at placement often has been used as a proxy for the quality of the jobs in which employment and training program participants are placed. Data from reports submitted by 22 projects indicate that the average hourly wage at placement was $5.04. The average wage at placement varied considerably from project to project. The average hourly wage at 13 weeks was $5.37. However, only 14 grantees submitted data on the hourly wage at 13 weeks.

Types of Jobs

The Department of Labor provided the JTHDP projects with employment categories as a way of classifying the positions obtained by the participants. Fourteen of the 32 projects classified the employment positions obtained by their participants in the manner specified by the Department of Labor.

As outlined in Exhibit 2-5, participants were placed in service-related occupations more often than any other vocation. Thirty-six percent of the participants were placed in service-related occupations, while only less than one percent were placed in occupations relating to agriculture, forestry, or the fishing industry. Fourteen percent of the participants placed obtained positions that did not fall into the categories outlined by the Department of Labor. Examples of occupations that were classified as miscellaneous include truck drivers, bus drivers, and delivery people, followed by material handlers, general laborers, and those participants involved in shipping and warehousing industries.

Exhibit 2-4
Planned Versus Actual Placements

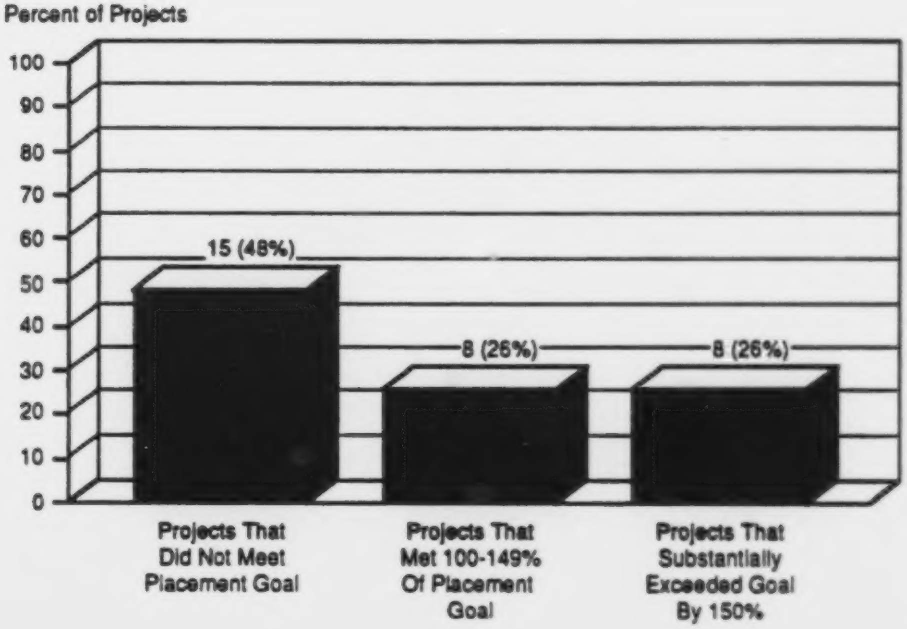
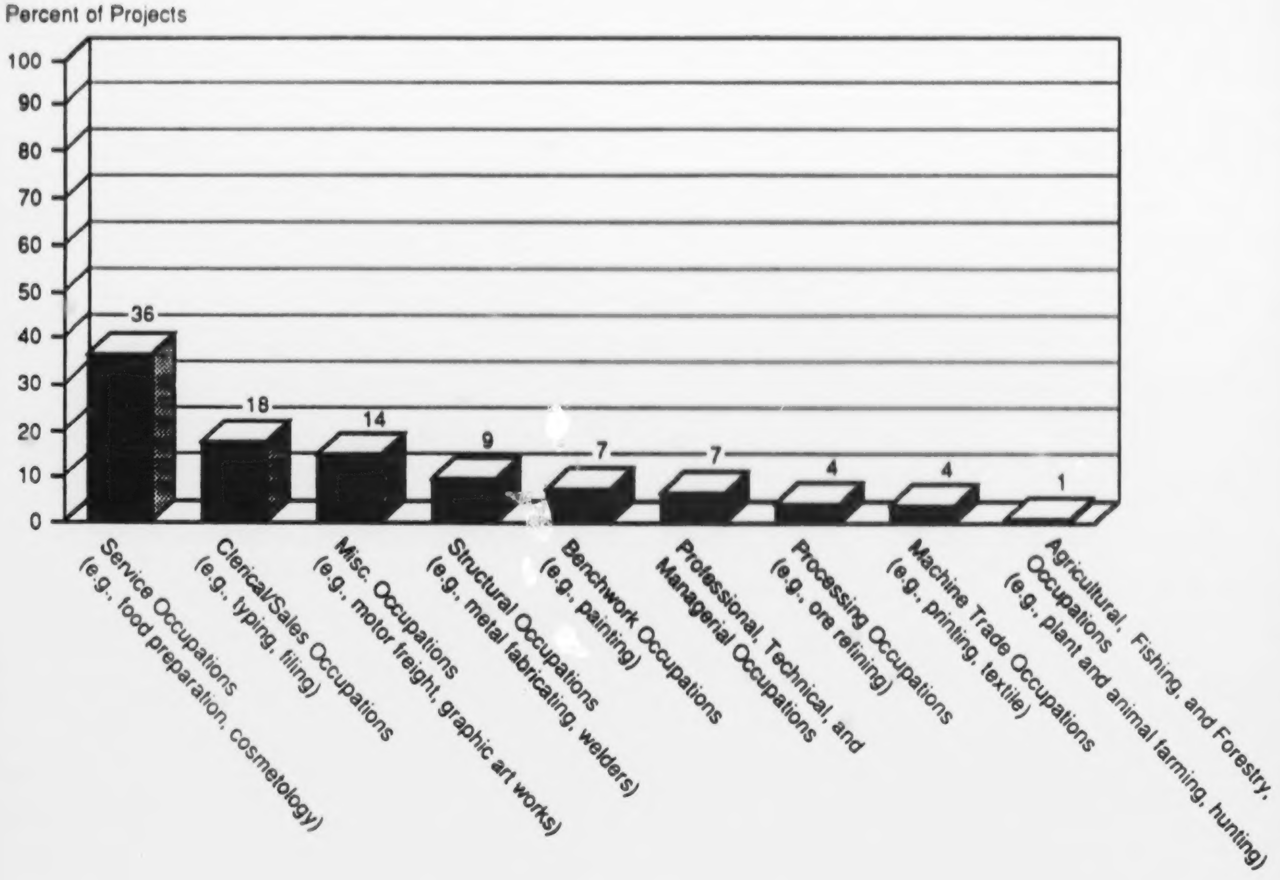


Exhibit 2-5
Jobs Obtained by Participants by Employment Categories



Average Length of Training Time

Given the wide variations in how different projects defined "training" and the diversity in which the projects calculated the length of training during the program's first year, the data on average length of training are of only limited usefulness. Reporting on this measure will be more standardized in the future due to clearer ETA guidance to projects. According to the available data provided by 20 projects, the median number of weeks in training was 7.5.

Average Training Cost

Data submitted by 20 projects indicate that the average training costs were $1,708.11 per participant. Training costs varied considerably by projects; the **Charleston County Employment and Training's (South Carolina)** average cost per client was $500, while the **Corporation for Employment and Training, Inc. (New Jersey)** was $7,374. Again, reporting on this measure will be better standardized in the future due to clearer ETA guidance.

Project Participants Who Upgraded Their Housing

The JTHDP projects were less likely to report housing upgrades than they were to report employment and training outcomes. However, the 25 projects who did provide information on this outcome reported that just less than 2,000 homeless people were placed in upgraded housing as a result of the Department of Labor McKinney-funded services.

Only 10 of the project proposals and reports contained information on both planned and actual performance in terms of housing outcomes. Seven of the 10 indicated that they had met or exceeded their goals in this area.

Additional Positive Outcomes

In addition to examining the success of the JTHDP projects based on the specified outcome measures, JTHDP projects also listed a large number of outcomes (noted in Exhibit 2-6) that they regarded as positive that did not fit into the above-described framework.

Exhibit 2-6
Other Positive Outcomes

- Completed High School or a GED
- Enrolled in a Vocational School, College, or Job Corps
- Completed Occupational or Vocational Training
- Gained Work Experience
- Participated in Supported Work Experience
- Entered One or More Chemical Dependency, Mental Illness, or Other Treatment Programs
- Obtained Federal Entitlements (SSI, Food Stamps, VA Benefits, Medicaid, etc.
- Completed Self-Esteem and Other Self-Improvement Training
- Sheltered Homeless Clients as a First Step of Program Participation
- Upgraded Housing for Many Clients in a Variety of Specific Ways (Moved Clients From Streets to Shelters, From Shelters to Transitional Housing, From Transitional Housing to a Long-Term Housing Situation
- Reunited Families That Were Separated Due to Homelessness into the Same Housing Accommodation

CHAPTER 3. PARTICIPANT CHARACTERISTICS

CHAPTER 3. PARTICIPANT CHARACTERISTICS

A. INTRODUCTION

The Department of Labor policy guidance that implements the McKinney Act notes that the JTHDP target population includes persons 14 years of age or older who are homeless. The term "homeless" is, in turn, defined to include "persons who lack a fixed, regular, and adequate nighttime residence," as well as a number of specific institutional settings, and those who spend the night at a "public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings."

B. SUMMARY OF PARTICIPANT CHARACTERISTICS

Target Groups

The 1988 notice of funds availability for the JTHDP indicated that the Department of Labor "explicitly recognizes the diversity of subgroups within the homeless population" and noted its intention that the demonstration program as a whole serves "the full spectrum of homeless people--not only the most job ready or those easiest to serve." Projects were permitted to propose serving all homeless in their jurisdictions or to limit their attention to subgroups that included, but were not limited to, the following:

- The chronically or severely mentally ill
- Alcohol and other drug abusers
- Families with children
- Single men
- Single women
- Homeless youth.

As shown in Exhibit 3-1, 24 projects were designed to serve all homeless people, while the remaining 8 projects focused on one or more population subgroups. The most frequently chosen subgroups were the chronically or severely mentally ill and adults only.

Exhibit 3-1
Types of Participants Served*

A. Grantees That Served All Homeless Individuals (24 Grantees)

Pima County Community Services Department
Center for Independent Living
City of Richmond, Private Industry Council
North Coast Opportunities, Inc.
Denver Department of Social Services
ARCH Training Center, Inc.
Broward Employment & Training Administration
Elgin Community College
Rock River Training Corporation
Illinois Department of Public Aid
Land of Lincoln Goodwill Industries, Inc.
Hoosier Valley Economic Opportunities Corporation
Jefferson County Public Schools
City of St. Paul, Job Creation & Training Section
St. Martin's Hospitality Center
Suffolk County Department of Labor
City of Syracuse, Office of Development
Wake County Job Training Office
Toledo Area Private Industry Council
Community Action Commission of Fayette County
Charleston County Employment and Training
Austin/Travis County Private Industry Council
Fairfax County Department of Social Services
Seattle/King County Private Industry Council

B. Grantees That Served Severely Mentally Ill Only (2 Grantees)

Step Up On Second Street, Inc.
Independence Center

C. Grantees That Served Youth Only (1 Grantee)

Nassau Children's House, Inc.

D. Grantees That Served Adults Only (2 Grantees)

Massachusetts Career Development Institute
Corporation for Employment and Training, Inc.

E. Grantees That Served American Indians Only (1 Grantee)

Tribal Governors, Inc.

F. Grantees That Served Severely Mentally Ill and Single Mothers Only

Delaware Division of Alcohol and Drug Abuse

G. Grantees That Served Recovering Substance Abusers Only

Cuyahoga County Department of Development

*Some Grantees served more than one target group.

Demographic Characteristics

Exhibits 3-2 through 3-8 summarize many of the key characteristics of the JTHDP participants served during the first year of operations as reported in the project final evaluation reports.

Presence of Barriers to Employment. As shown in Exhibit 3-2, data provided by the projects indicate that substantial proportions of project participants faced substantial barriers to employment. The barriers most frequently present were alcohol and other drug abuse, lack of education, and emotional and mental illness.

Gender of Participants. Although roughly 62 percent of the participants served were male, a significant number of females (38 percent) were served. According to the JTHDP final evaluation reports, the number of homeless females and families headed by single females is rising. This is consistent with the recent trends in homelessness that show sizeable numbers of women among the "new homeless."

Age of Participants. Fourteen percent of the participants are between the ages of 14 and 21. Of those participants that are adults, 52 percent are between the ages of 30 and 54, and 31 percent are between the ages of 22 and 29.

Family Status. Eighty-four percent of the JTHDP participants were single, divorced, separated, or widowed.

Ethnicity. There has been a recent shift in the racial composition of homeless over the past several years. In the 1950s and 1960s the homeless were predominantly white; however, data abstracted from the JTHDP final evaluation reports support the trend of the changing ethnic composition of the new homeless that indicates the number of homeless Blacks, Hispanics, and other minorities is increasing.

Veteran Status. Sixteen percent of the participants are veterans. Homeless veterans are also served under the Department of Labor's Homeless Veterans Reintegration Program.

Level of Education. Forty-one percent of the participants served by JTHDP projects have either a GED or high school diploma, while 16 percent have obtained some post-high school education. However, those who have not completed high school (39 percent) represent a significant proportion of the homeless served.

Exhibit 3-2
Participant Characteristics

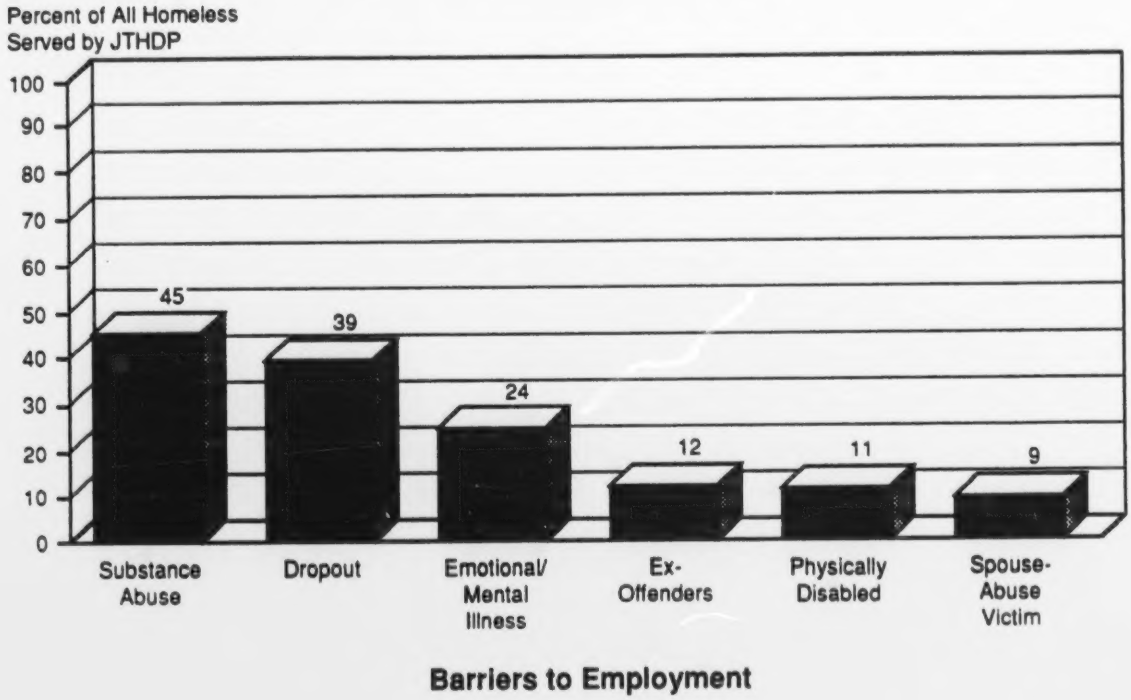


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Exhibit 3-3
Participant Characteristics

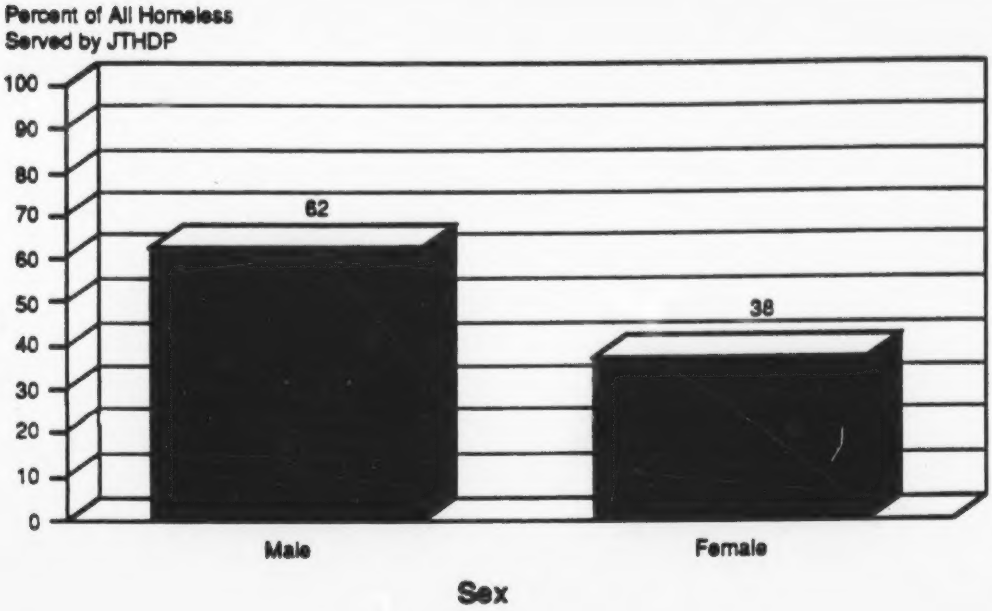

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Exhibit 3-4
Participant Characteristics

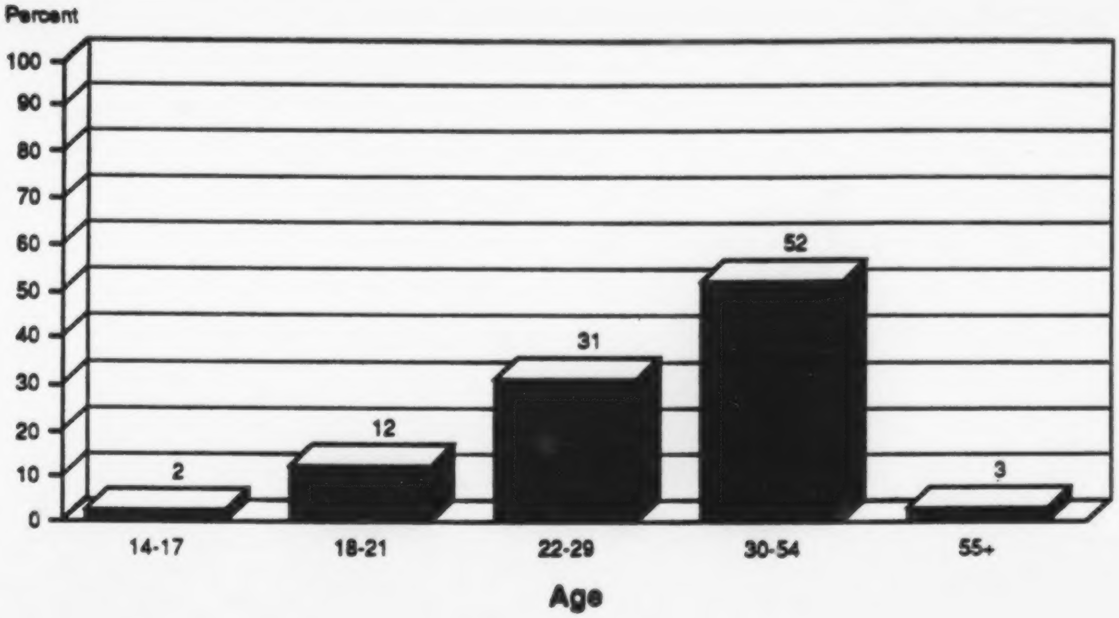
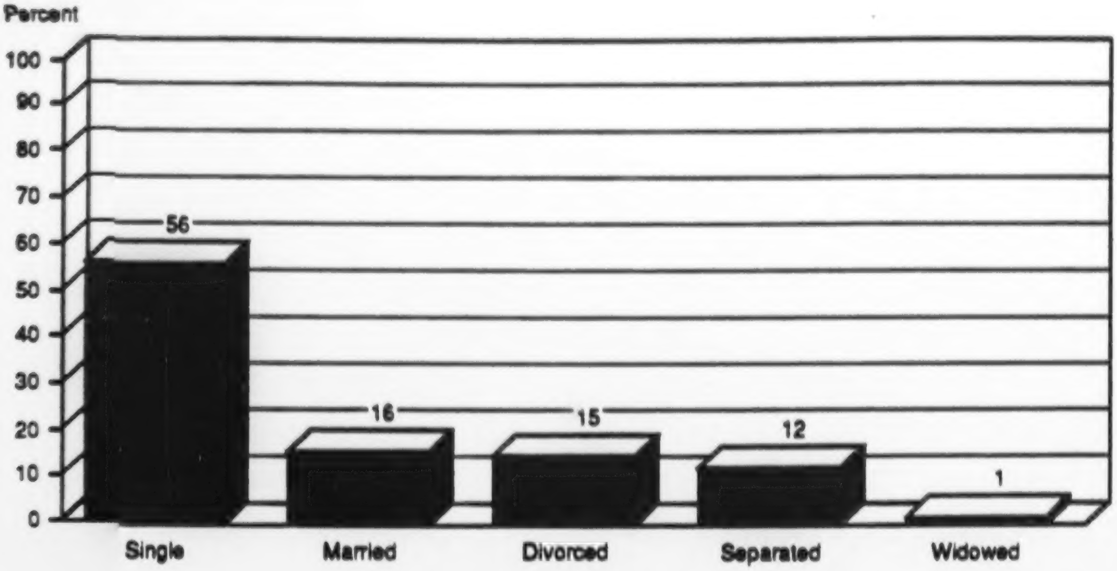


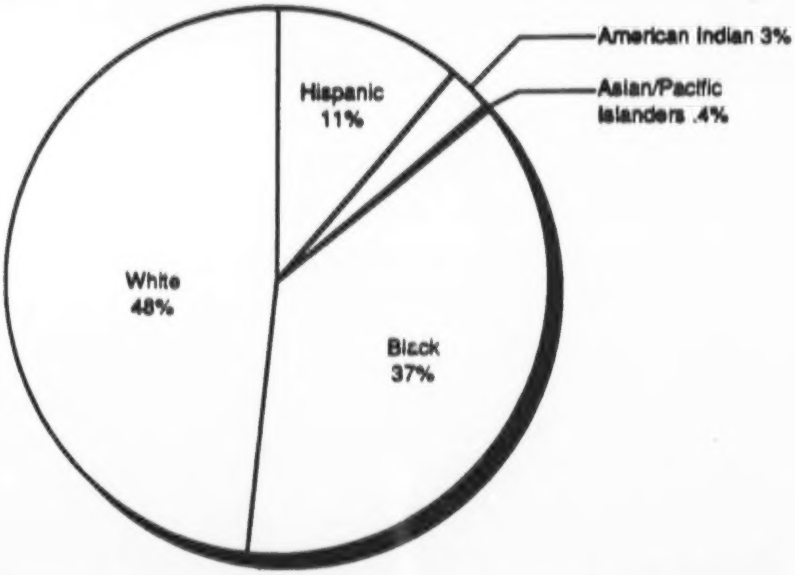
Exhibit 3-5
Participant Characteristics



Family Status

51

Exhibit 3-6
Participant Characteristics



Ethnicity

Exhibit 3-7
Participant Characteristics

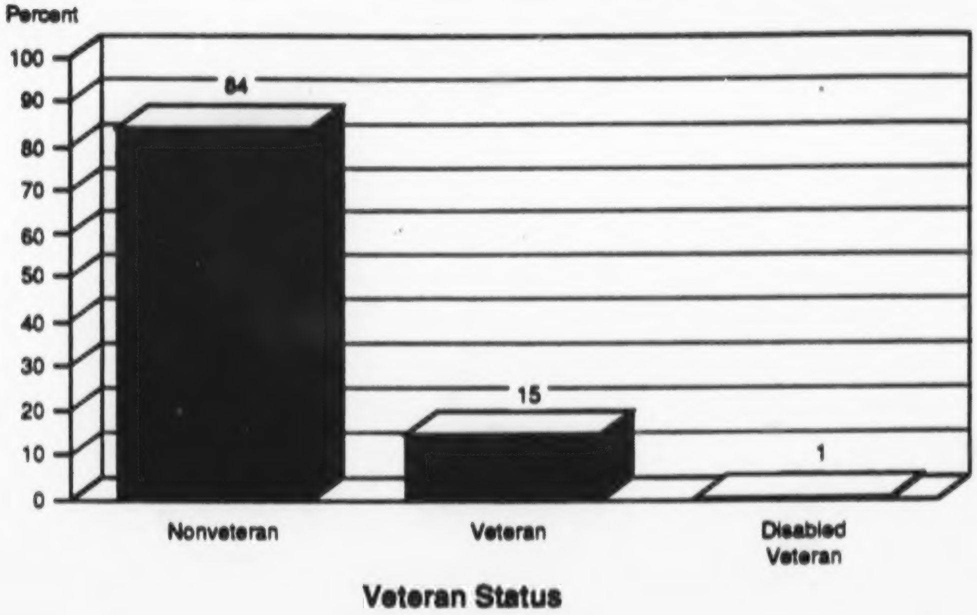
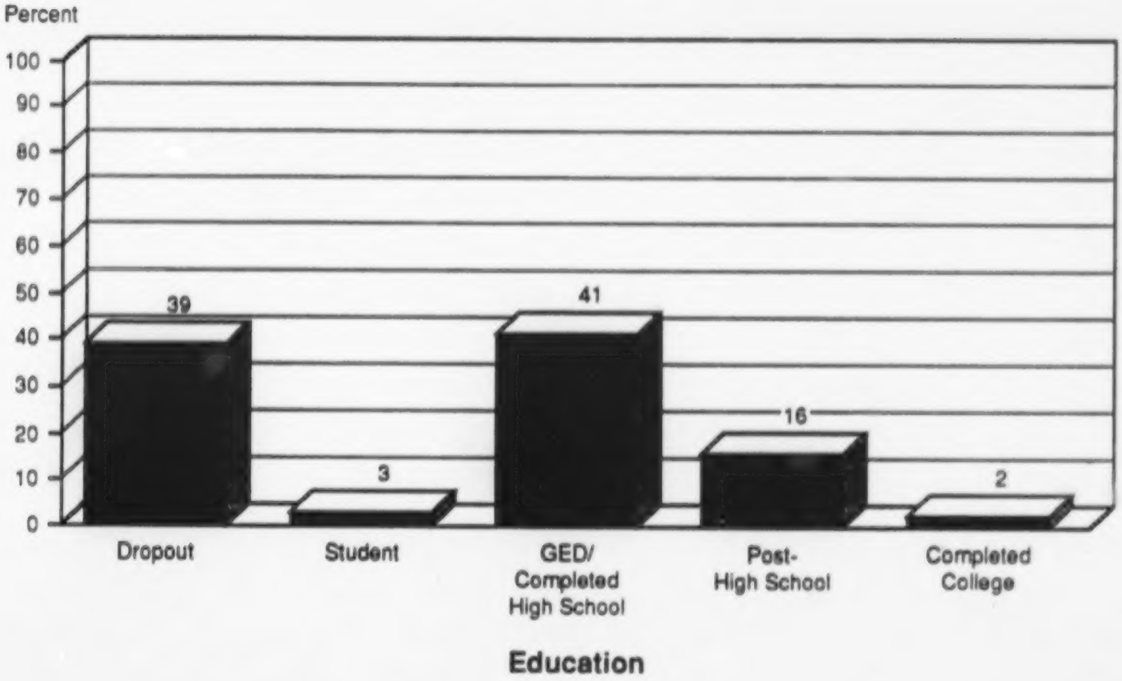


Exhibit 3-8
Participant Characteristics



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CHAPTER 4. PROGRAM SERVICES

CHAPTER 4. PROGRAM SERVICES

A. INTRODUCTION

The national evaluation of the JTHDP program places emphasis on delineating the key program services directed toward homeless individuals. Information about program services and service components was gathered from logic models developed by each project, quarterly project reports, and final evaluation reports that each of the 32 participating projects submitted.

This chapter focuses on four program service components that are widely considered to be important to the effective operation of training and employment projects for the homeless:

- Case management
- Assessment
- Employment and training services
- Postplacement services.

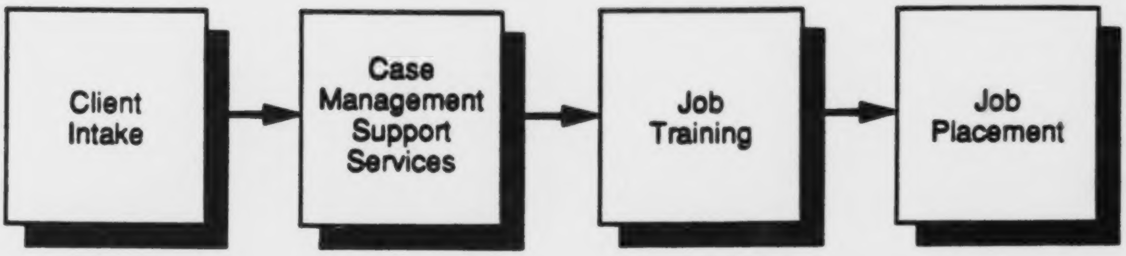
B. ALTERNATIVE MODELS OF SERVICE DELIVERY

When the JTHDP was planned, Federal and local policymakers and program planners primarily had a "Traditional Training Model" in mind. As illustrated in Exhibit 4-1 (and the logic model in Exhibit 1-1, page 1-4), it was presumed that the typical participant would move from intake and assessment into case management, receive job training services, and be placed into unsubsidized employment.

This model assumes that the homeless persons enrolled in the JTHDP would have the capacity to benefit from training, the desire to participate in training, the means to support themselves and their families while in training, and the capacity to overcome fully their barriers to employment over the course of a training program, thus permitting unsubsidized employment at the end of the training.

This model of service delivery has been implemented for many clients at many of the JTHDP projects. It has proven feasible for people with income support and shelter (e.g., Aid to Families with Dependent Children mothers living in family shelters) whose barriers to employment do not preclude attendance at training sessions and are not so great as to make it implausible to think about unsubsidized placement at the end of the training.

Exhibit 4-1
Traditional Training Model


Client Intake
Case Management Support Services
Job Training
Job Placement

However, as the JTHDP projects were implemented (indeed, as assumed or planned for projects targeted on the mentally ill or on recovering substance abusers), it became clear that these assumptions did not hold for all of the homeless people enrolled in the JTHDP. Some participants felt that they could not afford to postpone employment for lengthy training because they needed funds for food and shelter immediately. These people, primarily single males, pressed local project staff for immediate referrals to jobs regardless of the formal project structures. As a result, a number of projects formally or informally developed a "Direct Employment Model" for a portion of their participants.

As illustrated in Exhibit 4-2, the "Direct Employment Model" entails moving directly from intake and case management, often through a relatively short job club or a preemployment workshop, to job placement. This model seems viable for homeless persons who are relatively job ready and without immediate sources of income and shelter.

Over time, a number of projects realized--or in some cases had assumed in their local plans--that the goal of unsubsidized employment is not realistic, at least in the short run, for many homeless people with serious, mental, or physical disabilities. Some projects are using a "Long-Term Support Model" that relies on subsidized employment or a sheltered workshop or supported work setting as either a means to eventual unsubsidized employment or a realistic final outcome. As illustrated in Exhibit 4-3, this model entails moving from intake/assessment and case management into a continuing subsidized employment/sheltered work setting.

Finally, JTHDP project efforts to serve many homeless people led them to work with clients who simply were not yet ready to participate in training or subsidized jobs, let alone unsubsidized employment. Specifically, homeless clients who were struggling with and/or recovering from alcohol or other drug dependency often needed a period in which they could stabilize their lives before they were ready to participate fully in employment and training-oriented activities.

Given this situation, a number of JTHDP projects began to develop what might be called a "Recovery Model." As shown in Exhibit 4-4, this model calls for an extended period of time in which case management, counseling, and alcohol or other drug abuse treatment are provided to help clients learn or relearn socialization skills and overcome dysfunctional behaviors.

Exhibit 4-2
Direct Employment Model

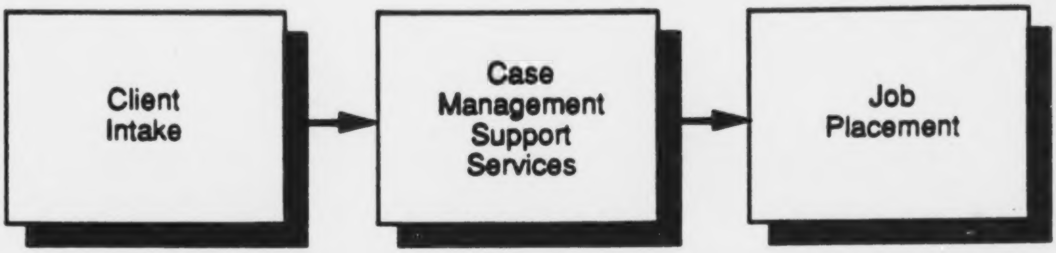

Client Intake
Case Management Support Services
Job Placement

Exhibit 4-3
Long-Term Support Model

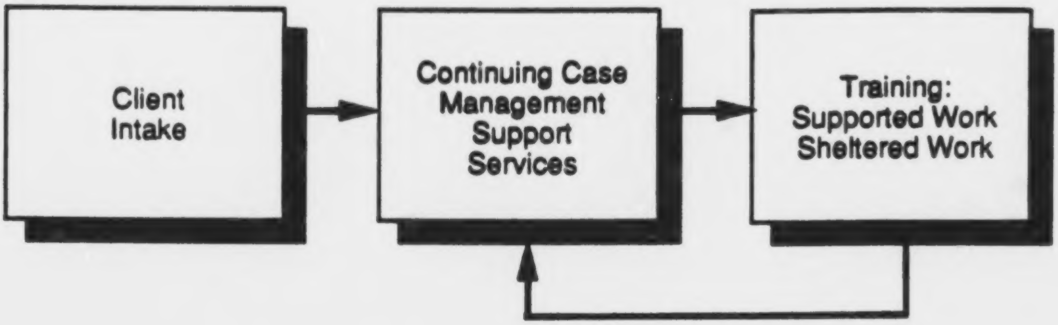
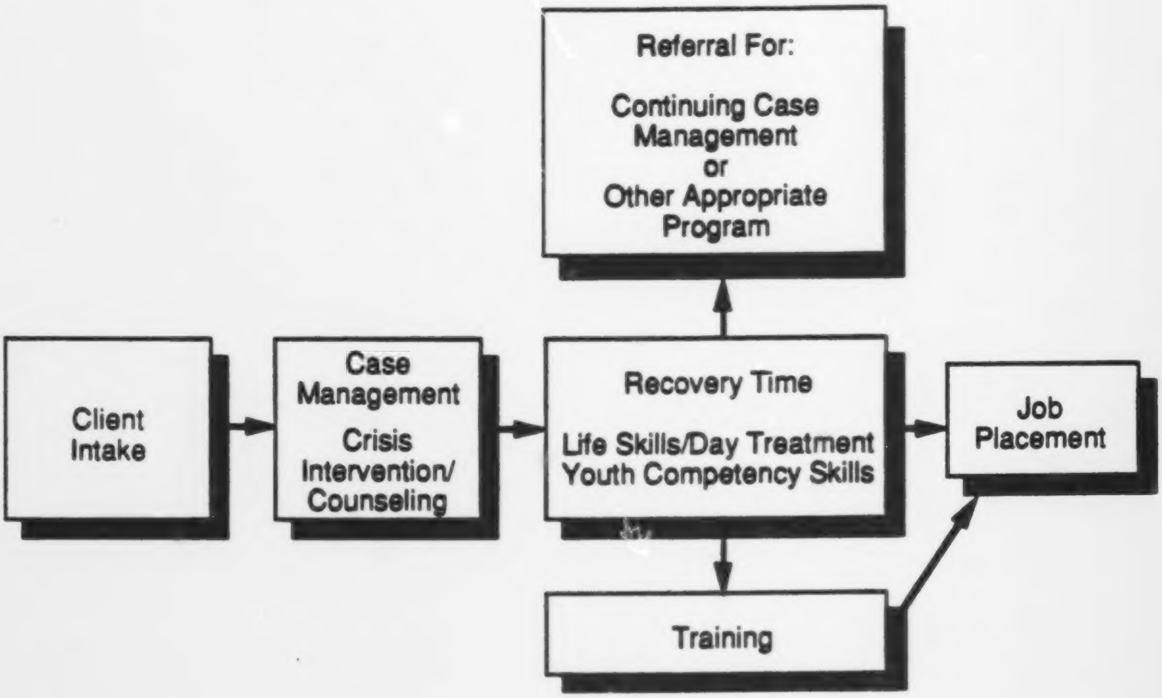

Client Intake
Continuing Case Management Support Services
Training: Supported Work Sheltered Work

Exhibit 4-4
The Recovery Model


Referral For:
Continuing Case Management or Other Appropriate Program
Client Intake
Case Management
Crisis Intervention/ Counseling
Recovery Time
Life Skills/Day Treatment
Youth Competency Skills
Job Placement
Training

These four possible service delivery models have not been addressed directly in most JTHDP first-year project reports. Their use has become clearer through telephone contacts and site visits with selected projects. A recognition of these possible differences in participant flow is necessary to understand fully the ways JTHDP projects are adapting their services to the varying needs of homeless people. Development of such an understanding should, therefore, be a priority evaluation activity in the coming year. These different models of service delivery remind us to avoid an unthinking acceptance of any preconceived sequence of services and are helpful as context to the following material on service components.

C. CASE MANAGEMENT

Introduction

Employment and training professionals have become increasingly aware of the pivotal role of "case management" in ensuring that at-risk or hard-to-serve clients receive the services they need to overcome barriers to employment. The April 1988 *Federal Register* notice that outlined the JTHDP guidelines explicitly recognized this point of view in its statement that the "ETA suggests that the 'case management' approach is a preferred method for providing job training for the homeless."

Although the term "case management" is gaining growing support, there are variations in what is meant by case management. For the purposes of this report, we have adopted the definition in the Brandeis University *Guide to Case Management for At-Risk Youth*:

> At the client level, case management is a client-centered, goal-oriented process for assessing the need of an individual for particular services and assisting him or her to obtain those services.

More generally, for purposes of this report, case management is the means whereby JTHDP projects try to ensure that homeless people receive the appropriate package of housing, employment, and supportive services--including physical or mental health, alcohol or other drug dependency services--that they need to achieve economic independence and adequate housing.

Program Requirements and Guidelines

As noted earlier in this chapter, the JTHDP guidelines described case management as "a preferred method for providing job training for the homeless" and further indicated that within the case management framework, "one or more managers are charged with moving an individual through all the services necessary for placement and retention (for at least 13 weeks) in a stable job. The case management approach provides homeless individuals with a personal advocate to help negotiate bureaucratic obstacles."

Programmatic Approaches and Findings

This section examines descriptions and analyses of case management contained in the 32 JTHDP project final reports, touching on the elements of case management, the perceived characteristics of successful case management, the organizational approaches to case management used by the projects, and the levels of case management services that are required for this heterogeneous population.

Elements of Case Management. The JTHDP project reports stress the importance of advocacy and monitoring to the conduct of case management. (Assessment is also considered to be a critical element, but it is discussed in a separate section of this chapter.)

As noted in the DOL grant announcement, advocacy is another important element of case management for homeless persons. Case managers can advocate for their participants in matters such as resolving disputes between landlords and tenants, mediating relationships between employers and employees, and obtaining or reinstating entitlement benefits.

Homeless participants are able to feel empowered through the support of case management. The authors of one of the JTHDP projects, the **Corporation for Employment and Training, Inc. (New Jersey)**, believe that the advocacy element of case management is the focal point of service delivery:

> It is the client's advocate who is most responsible for and most responsive to the client's needs. Cooperating clients clearly had a greater success than those disdainful of the advocacy process. Case management/advocacy can thus be viewed as the project's primary motivational factor which regenerated a client's self-esteem and feeling of self-worth.

Through interaction with their participants, case managers work to develop realistic personal goals and objectives and then perform periodic monitoring to determine their participants' progress toward their achievement. Also, because they maintain case records, case managers serve as the central source of information about their participants.

At **Elgin Community College (Illinois)**, for example, case managers work with their participants to develop a job placement/coursework contract once the intake process has been completed. The contract, signed by both parties, establishes personal learning and employment objectives, the methods to achieve them, and the support available from project staff to facilitate and monitor achievement of these goals. The remaining case management activities represent efforts to monitor achievement of the goals set out in the contract and develop plans to overcome problems that may come up.

One element of case management appears to have been consistently followed within most of the projects: that case management responsibility be located within a single agency. The **City of St. Paul, Job Creation and Training Section (Minnesota)** was the only project to describe a situation in which two or more agencies shared this responsibility for JTHDP participants and concluded that it produced a problem of "dual case managers" with respect to coordination with other agencies. Catholic Charities, the project's case management staff, referred participants to other agencies that also had case managers. Catholic Charities had to negotiate with these agencies after the project had begun to work out responsibilities for monitoring participants.

Characteristics of Effective Case Management. The JTHDP project final reports identified two characteristics of case management--establishing coordination and linkages between service providers and having an experienced staff--as being the most critical to project success.

As reported in the JTHDP project final evaluation reports, case management plays a pivotal role in pulling together the resources necessary to provide a comprehensive network of services and referrals. Without the insights gained through intensive case management, many program services would be fragmented and inadequate. According to the reports, case management enabled JTHDP projects to develop strategies for providing services to participants within a system of cooperating agencies. It also enabled them to maximize participant utilization of program linkages.

Many projects thus appear to have concluded that case management is the "glue" that holds coordinated service delivery systems together. For example, more than one-fourth of the JTHDP projects noted in their reports that their case managers were actively involved in networking with other social service providers.

Several project reports share the conclusion that it is also important that case managers have experience working with the social service delivery system in their community to know what resources are available. If this is not the case, they cannot really act as brokers to obtain services for their participants from other agencies.

Many of the JTHDP projects also report that they have found it necessary to have case management staff that has experience in working with their target populations, knowledge of homeless populations and their special needs, and knowledge of the social services delivery network that exists in the community. Both **Tribal Governors, Inc. (Maine)**, which served homeless Native Americans throughout the state, and the **Denver Department of Social Services (Colorado)**, which served some chronically mentally ill persons, identified the difficulty of hiring staff that has experience in working with their respective participant populations. According to the Denver project, their case managers "need time to learn about this client group and their typical behaviors, how to work as a team in delivering services, and how to network with other service providers and gain credibility with these providers."

Some JTHDP projects reported hiring case managers with multidisciplinary backgrounds so their participants can maintain a single point of contact through all phases of the project, from intake and assessment through job placement and 13-week retention. Other projects indicated that they hired specialists to provide discrete services in areas such as job development, alcohol and other drug abuse counseling, and housing assistance. For example, the **Center for Independent Living (California)** employs a mix of peer counselors and job developers to provide services to persons with disabilities, including the mentally and emotionally disabled.

Levels of Case Management Services. Working with the heterogeneous homeless population requires an extensive commitment of staff time and effort. A number of project reports indicated that project staff have concluded that individuals within the homeless population require different levels of case management services. Constrained by limited staff and resources, project staff thus had to decide whether to serve large numbers of "job-ready" homeless participants or fewer participants with complex needs. The **Charleston County Employment and Training (South Carolina)** identified the following client caseload problems:

- Developing different procedures for different participants (e.g., single individuals, single parents, couples, families)
- Dealing with the difficult participant who requires an inordinate amount of time and assistance beyond the capability of either the counselor or the program
- Handling an overwhelming caseload--deciding which participant to assist considering resources and willingness of the participant to cooperate.

How then can optimum levels of case management services be determined? Unfortunately, no information was furnished by the FY 1988 projects about the actual caseloads of their staff. However, two of the projects, the **Illinois Department of Public Aid** and the **Hoosier Valley Economic Opportunity Corporation (Indiana)**, indicated they had concluded that the maximum caseload should not exceed 20 clients per case manager.

Conclusions and Implications for Future Evaluation

Case management was frequently specified by projects as the most critical component of their programs, and the authors of the reports often stated it was the service most utilized by clients. It is too early to determine, based on the level of information supplied by the FY 1988 projects, the most effective organizational approach to providing case management services to the homeless population. A planned "monthly summary of services component" of the CCIP should provide the first systematic information about the total amount of time that participants receive case management, but it will take telephone calls and/or site visits to develop more detailed profiles of the various types of case management regimens that have been adopted.

D. ASSESSMENT

Introduction

All employment and training programs engage in efforts to determine what courses of action are most appropriate for their participants. Sometimes these efforts focus on the question of whether or not the potential participant can benefit from the specific types of services that agencies are offering. At other times, they are directed at the more ambitious goal of trying to determine which kinds of barriers participants face, which kinds of services they should receive, and which kinds of goals seem most appropriate.

These widely varying efforts are all generally known as "assessment." The JTHDP has provided the first opportunity for a systematic review of the assessment function as it pertains to homeless individuals. This section summarizes the lessons that have been learned on this topic based on a review of the final reports issued by the 32 first-year JTHDP projects.

Program Requirements and Guidelines

The April 1988 Federal Register request for applications for the JTHDP noted that "each project [funded under the demonstration] must . . . provide in-shelter outreach and assessment activities." According to the McKinney Act:

> The causes of homelessness are many and complex, and homeless individuals have diverse needs: [and] there is no single simple solution to the problems because of the . . . different causes of homelessness, and the different needs of homeless individuals [Public Law 100-77, section 101 (a) (3) and (4)].

If this is the case, only individualized assessment will be able to determine which causes are most important for which participants and, thus, which courses of action are most appropriate.

In addition to this, as noted earlier in this chapter, many JTHDP projects concluded that assessment is a critical element in their ability to deliver effective case management services.

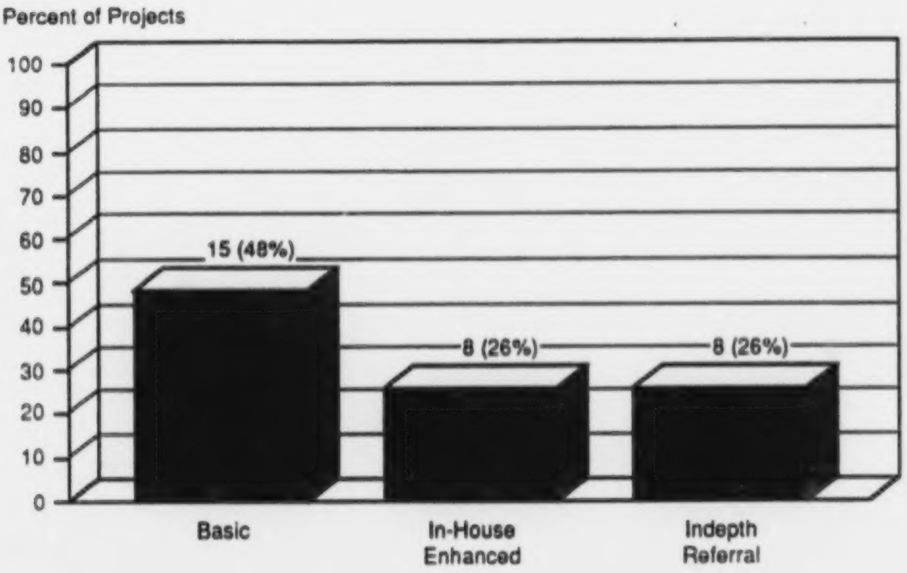
Programmatic Approaches and Findings

Types of Assessment. The first-year project final evaluation reports indicate that two broad approaches to assessment have been adopted:

- A basic approach that consists primarily of relatively unstructured conversations between a participant and an intake worker/case manager
- An enhanced approach that involves utilization of sophisticated tests and assessment tools.

The enhanced approach is typically carried out by the JTHDP project (or subcontractor) that is responsible for intake or through a referral to other community agencies that may or may not be subcontractors. Some projects offer the enhanced approach to all or most participants, and other projects use enhanced assessment on an as-needed basis for special circumstances. As illustrated in Exhibit 4-5 and discussed in greater detail below, this characterization of JTHDP assessment yields a three-part typology of approaches.

Exhibit 4-5
Variations in Assessment Strategies* Reported By JTHDP Projects



* Based on final reports submitted by thirty-two projects. Two of the thirty-two reported that assessment was decentralized and varied by project and are excluded from this analysis.

Basic assessment approach. Roughly 43 percent of the project reports made only general references to the kinds of assessment they are doing. Based on site visits to some projects and telephone conversations with others, we have concluded that, in all likelihood, assessment at these sites consisted primarily of an interview conducted by an intake worker or case manager that is oriented around filling out an employability development and/or services plan. The report prepared by the **City of Richmond, Private Industry Council (California)** provides a typical illustration of this approach. "Assessment and job counseling . . . occurs at the first interview with the case manager, based on information provided by the outreach worker. [Clients are] counseled regarding training options and support service needs."

In-house enhanced approach. Reports from 11 projects indicate their programs use assessment methods that go beyond interviews by intake workers or case managers in their agency, apparently without referrals to other agencies. The report prepared by the **Denver Department of Social Services (Colorado)** offers the most detailed description of this approach by noting that some participants completed indepth assessments that included a wide range of formal tests as well as an extended observation in a residential setting if needed. The steps in the Denver process include the following:

- A participant is referred for a vocational evaluation by his or her case manager.
- The referral information is reviewed by the evaluator, and specific information regarding the participant's interests is obtained from the case manager.
- The participant is interviewed by the evaluator, and information on personal interests, vocational history, and educational history, for example, is obtained.
- The following factors are assessed on a standard basis: abstract reasoning abilities and academic achievement (reading comprehension and/or word recognition, arithmetical computation).
- Depending on the participant's interests and the information requested by the case manager, the following may be obtained: vocabulary, spelling, arithmetical problem-solving, physical capacities, clerical aptitudes and abilities, mechanical aptitudes and abilities, job-seeking skills, and ability to complete an application/resume.
- Work behaviors assessed include attendance/punctuality, personal appearance, hygiene, interaction with peers and authority figures, attention to task, stamina, quality of work, and work pace.
- Assessments administered are selected from the following instruments: Raven standard progressive matrices, Wide Range Achievement Test (WRAT), Adult Basic Learning Examination (ABLE), Shipley Institute of Living Scales, filing, mail sorting, Zip Code sorting, adding machine, bookkeeping, civil service practice typing test, shot employment test (SET), Flanagan Aptitude Classification Test (FACT), Bennett Mechanical Comprehensive Test, Revised Minnesota Paper Form Board, VALPAR Component Work Samples, physical capacities, job-seeking skills questionnaire, and job application.

Other JTHDP projects that utilized the in-house enhanced approach include the following:

- The **ARCH Training Center, Inc. (Washington, D.C.)** project reports that sophisticated paper-and-pencil tests are utilized but did not identify specific tests used.
- The **Land of Lincoln Goodwill Industries, Inc. (Illinois)** project reports that all participants receive a "life status assessment," but only about 50 percent receive a "vocational assessment" in which "various testing instruments were available for administration depending upon individual needs and abilities."
- The **Independence Center (Missouri)** project includes a "prevocational day program" component that serves as supervised work assessment, i.e., "a variety of opportunities for members [clients] to explore their vocational preferences, skill levels, and potentials."
- **Elgin Community College (Illinois)** generally uses informal assessment for most participants but utilizes the ABLE or TABE before a referral is made to an education or training program.
- The **Pima County Community Services Department (Arizona)** project provides "intensive vocational screening and assessment geared to the local labor market," including the ABLE standardized test. It also makes referrals for mental health evaluations if the need arises.
- The **Nassau Children's House, Inc. (New York)** project also reports that "formal means" were incorporated in their assessments, including a specific reference to such tools as the WRAT.

Indepth referral approach. As a third alternative, six projects reported that they make it possible for case managers to refer participants to specialized agencies that can do a more indepth assessment for all or some of their caseload. In some instances, the referral agencies are JTHDP subcontractors; others serve as linkages with agencies established through formal or informal referral agreements.

The **City of St. Paul, Job Creation and Training Section (Minnesota)** is perhaps the best example of this approach, with a model that calls on case managers to do an "initial assessment" that is similar to the basic assessments referred to above and then refers "an increasing proportion of clients" to a CARF-accredited private, nonprofit vocational rehabilitation agency subcontractor for indepth assessment consisting of the following:

- "Up to 2 weeks of carefully supervised work assignments in packaging in a sheltered employment setting that pays the state minimum wage ($3.85 an hour)"
- "Up to 2 days of sophisticated vocational and psychological evaluations" that include work sampling as well as paper-and-pencil tests.

Other projects that reported using this approach for all or at least some of their participants included the following:

- The **Cuyahoga County Department of Development (Ohio)** uses a similar approach, that is, referring participants to a specialized agency for "a 2-week, pre-employment work evaluation resulting in a formal assessment of capacities--a written review of client skills, aptitudes and interests, followed by recommendation. In some cases, clients are referred for a period of work adjustment, to evaluate actual work performance capacities."
- The **North Coast Opportunities, Inc. (California)** project refers some participants to the local Job Service for more intensive assessment (i.e., "participants who are able and willing to participate in a more formal vocational assessment/testing process are referred out for this service.") In Lake County, the State Employment Development Department (EDD) provides this service onsite at JTHDP project offices.
- The **Broward Employment and Training Administration (Florida)** uses the TABE to assess reading ability of all participants and "if further testing was needed, the client was referred to the Broward County Social Services Division or the School Board of Broward County, which have agreements with [the JTHDP project] to provide these services as an in-kind service." (The report does not indicate what proportion of clients fit into the "further-testing-needed" group.)
- The **Wake County Job Training Office (North Carolina)** project refers participants to the Job Service if this is necessary "to meet a particular job requirement."
- The **Suffolk County Department of Labor (New York)** project "makes testing services available" through other State agencies.

Use of Specific Assessment Tools. As implied in the above discussion, there is relatively little information in the final evaluation reports concerning the specific tests that projects use for participant assessment. Only three written assessment tools are listed as being used by more than one project: the Adult Basic Learning Examination--ABLE (three projects), the Wide Range Achievement Test--WRAT (two projects), and the Test of Adult Basic Education--TABE (two projects). Only one project reports using the VALPAR work sampling assessment tool, and only one uses the Comprehensive Adult Student Assessment System (CASAS).

Using the term "assessment" in its broadest context, the **Corporation for Employment and Training, Inc. (New Jersey)** concludes that the only way to be sure about alcohol and other drug abuse problems among participants is to mandate a physical examination.

Conclusions and Implications for Future Evaluation

Most final evaluation reports provided no feedback on how effective JTHDP projects believe their assessment activities to be. However, several indicated that standard interviews with a case manager or intake worker are not sufficient to capture some of the hidden barriers to employment and that introduction or expansion of indepth testing is necessary. This point is clearest in the

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reports by the **Denver Department of Social Services (Colorado)** and the **City of St. Paul, Job Creation and Training Section (Minnesota)**:

> Although the program was funded for assessments, very few were carried out, and very little attention was paid to those few that were performed . . . With the complex of causes [of homelessness], less reliance should be placed on a self-reported case history and more reliance should have been placed on the analytic tools used in a good assessment.
>
> Many of the problems faced by homeless people are not readily evident during the initial intake interview. Indepth assessment incorporating a 2-week closely monitored sheltered employment experience has proven to be an excellent vehicle for understanding needs and developing appropriate plans.

A related concern, stressed by the **Seattle-King County Private Industry Council (Washington)**, is a need for ongoing assessment because participants reveal different needs over time: "The results of the initial client assessment often changed during the client's participation in the program. Once a client's survival needs were met, other problems became evident."

The **City of Syracuse, Office of Development (New York)** project report stresses the value of observing participant behavior during the assessment process as a predictor of how he or she will perform in a training program or at a worksite:

> The activity for this program was/is an intensive one-on-one activity during which time the client is expected to demonstrate an ability to maintain consistent communication by keeping appointments, primarily with the [JTHDP] counselor . . . This gives the counselor and the client an opportunity to observe patterns of behaviors such as keeping appointment dates and times, ability to maintain consistent communication, interpersonal interaction, and other relevant evidences of a client's lifestyle that either promotes or detracts from the general ability of the client to enter classroom training, on-the-job training, or any other component options that are available.

The 2-week work assessment process in the **City of St. Paul, Job Creation and Training Section (Minnesota)** reflects the same point of view.

Similarly, the **Suffolk County Department of Labor (New York)** report implicitly addresses the limitations of using the standard factors that normally form the heart of employment and training assessments as predictors of participant success:

> The main obstacles encountered by those who were not successful in training or jobs were not necessarily linked to any particular demographic profiles but were rather caused by a lack of long-term transportation and the lack of a true change in the lifestyle patterns that led to homelessness in the first place.

On the other hand, several projects conclude that sophisticated assessment and testing are unnecessary and/or extremely difficult to administer to many homeless individuals. For example, the **Wake County Job Training Office (North Carolina)** project concludes that simple face-to-face assessments done by a case manager are all that is needed, in part because indepth assessment is not practical to administer and in part because participants need immediate employment and cannot benefit from indepth assessment that may clarify future career directions:

> It became readily apparent to [JTHDP] staff that the pressing need for immediate employment was foremost in the minds of clients. Those entering the program had often been through systems of bureaucracy at other agencies and were unwilling to sit through lengthy interviews, or be subjected to aptitude tests without a guarantee of an immediate job. For these reasons, the [JTHDP] requires minimal (although comprehensive) intake paperwork, and generally holds initial interviews lasting no more than 30-45 minutes. No formalized tests are administered except through the Employment Security Commission to meet a particular job requirement . . . Unless this aggressive approach is taken, it has been our experience that the individual will lose interest in the program and either seek assistance elsewhere or remain homeless for increasingly longer periods of time.

Similarly, the **Land of Lincoln Goodwill Industries, Inc. (Illinois)** project report notes that "The vocational evaluation and testing component was often difficult to complete as many individuals did not attend scheduled testing sessions."

Given the wide variety of approaches to assessment that have been adopted, future evaluation needs to focus on questions such as the following:

- Are standard assessment instruments appropriate for use in programs for homeless people or do they need to be modified?
- What kind(s) of assessment are more appropriate for particular types of homeless individuals?
- What types of assessment are most appropriate for given program models?

As noted above, the final reports prepared by JTHDP projects indicated that they utilized several different approaches to assess participant needs, ranging from relatively unstructured interviews conducted by project staff through highly sophisticated academic, vocational, health, and related assessments that utilized written materials, work sampling, and supervised work assignments. The more sophisticated approaches are more time and resource consuming but presumably result in more accurate depictions of participant needs and aspirations and, thus, form a more scientific basis for putting together employability development plans.

Thus, the answer to the question of which approach is best would seem to depend on the overall goals and objectives of the projects. Sophisticated tests would seem both impractical and a waste of resources for programs that stress the Direct Employment Model. If a participant is going to take the first available job to meet immediate needs for money, there is relatively little that sophisticated assessment and career planning can contribute at that time. It might become practical and useful once the participant becomes stabilized in a job and at home--if the participant were willing to continue working with the agency and remained eligible for support under the McKinney Act.

On the other hand, JTPA practitioners and others in the employment and training field are becoming increasingly aware of the importance of sophisticated assessment for longer run efforts to improve employability and increase human capital. Therefore, the development of reliable, valid, and cost-effective assessment tools for homeless individuals is an important objective for projects that have these goals.

E. EMPLOYMENT AND TRAINING SERVICES

Introduction

Employment and training services have been the core elements of the Department of Labor's jobs initiatives since the 1960s, although different programs have placed varying emphases on specific approaches. This section summarizes the available data on the kinds of employment and training services offered in the first year of the JTHDP.

It is clear that there was great variation in the types of activities that were assigned to this category and the ways they have been defined. However, review of the 32 final reports submitted by the first-year projects does permit a number of generalizations that are summarized below.

Program Requirements and Guidelines

The DOL Grant Announcement for the JTHDP required that all funded projects:

- "Provide . . . pre-employment services in order to increase participation of the target population"
- "Provide or contract for job training activities," which must include one or more of the following:
    - Remedial education activities and basic skills instruction
    - Basic literacy instruction
    - Job search activities
    - Job counseling
    - Job preparatory training, including resume writing and interviewing skills
    - Any other activities described in section 204 of JTPA that will contribute to carrying out the purposes and goals of these demonstration projects.

The original announcement further explained that "the ETA wishes to single out . . . four of the activities in Section 204 . . . as especially important to the homeless population for placement and retention in stable jobs:

- Institutional skills training
- On-the-job training

- Work experience
- Followup services."[7]

Finally, projects were advised that applications proposing to serve homeless youth (ages 14 through 21) may emphasize approaches that "emphasize employability enhancement, such as high school completion, rather than job placement."

Programmatic Approaches and Findings

The JTHDP project final evaluation reports typically provide information about the total numbers of homeless individuals who have received given types of services. However, we believe that in many cases projects were not using common definitions of either type of service or the amount of time necessary to be recorded as actually receiving the service. These data also do not address the issue of how many individuals received more than one service or the order in which different services were received.

Thus, the available data from the first year of the JTHDP represent the first step in an analysis of employment and training service delivery, but as noted at the end of this section of the report, more evaluation is needed on this topic.

As in the case of other employment and training programs, the services offered through the JTHDP can be divided into those that focus primarily on building future employability ("training services") and those that are directed more specifically at getting clients into unsubsidized jobs ("employment services"). For convenience, the discussion of subsidized employment is listed under employment services for this report.

Education and Training-Related Services. Reports submitted by the JTHDP projects indicated that more than 4,600 homeless people received "training services" during the first year of project operations. This number represents more than 150 percent of the roughly 3,000 individuals whom the projects had planned to train.

Job Search Assistance and Vocational Training. Review of the project final evaluation reports indicated that the vast majority of JTHDP projects offered job search assistance and vocational occupational training and a slightly smaller proportion offered on-the-job training (OJT) to at least some participants. In particular, as shown in Exhibit 4-6:

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[7] The subsequent announcement added a fifth service to the list, "supportive services."

- Nearly 87 percent of the projects reported offering job search assistance/job preparatory training to at least some of their participants
- More than 83 percent of the projects reported that they offered vocational occupational skills training in a classroom setting
- Roughly 64.5 percent reported providing OJT.[2]

Although the job search assistance/job preparatory training was sometimes offered in conjunction with (or after) other training programs, the reports and a limited number of site visits leave the impression that it was the only service offered to some participants, thereby representing an example of the "Direct Employment Model."

The JTHDP local projects have adopted a wide variety of approaches to the delivery of job search assistance:

- Some, such as the **Broward Employment and Training Administration (Florida)**, offered primarily relatively short, single workshop settings.
- Others, such as the **Seattle-King County Private Industry Council (Washington)**, offered multiday workshops.
- Finally, **Elgin Community College (Illinois)** offered both options: a multiday workshop for those who could attend, and a one-shot workshop session for those who did not feel they could wait.

A number of the JTHDP projects have developed training efforts that are aimed at specific subsets of the homeless population:

- The **Austin/Travis County Private Industry Council (Texas)** and **City of St. Paul Job Creation and Training Section (Minnesota)** projects both subcontract with different agencies that specialize in the employment and training problems of youth and of women
- **Elgin Community College (Illinois)** project, which has a separate subcontractor to provide training services to Hispanics

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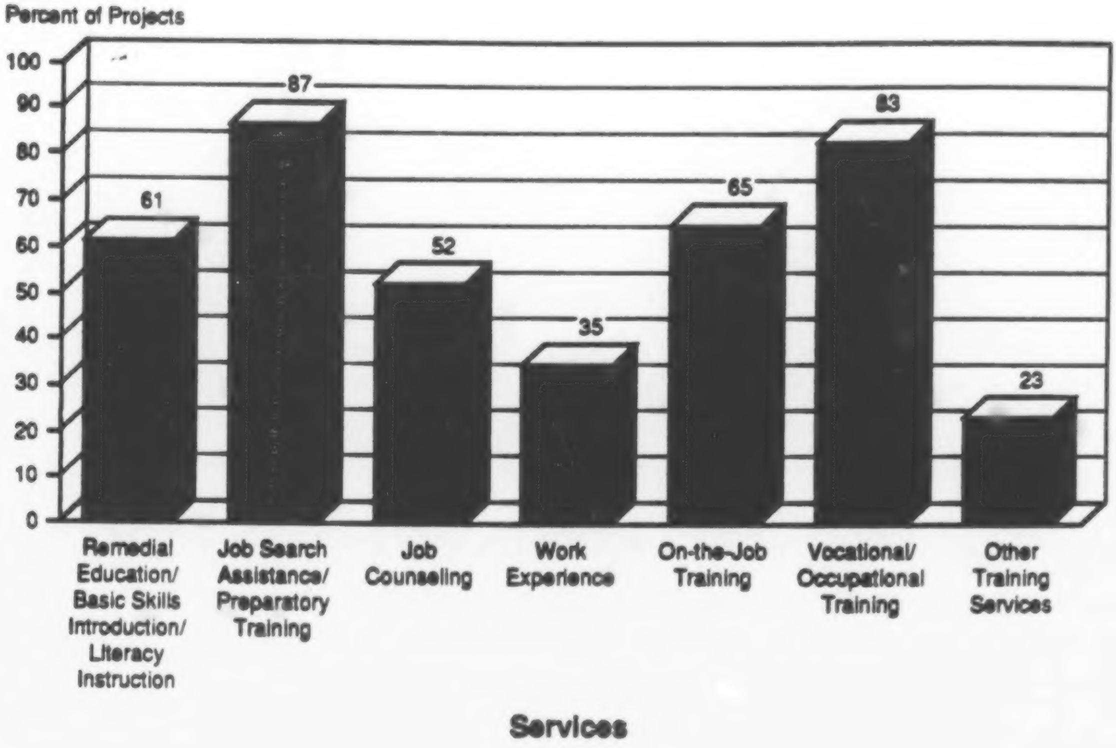
[2] The proportions of projects that reported providing services may understate the proportions that actually provided the services due to underreporting or differences in the way that terms were utilized.

Exhibit 4-6
Training Services Offered by JTHDP Projects



- **The Delaware Division of Alcohol and Drug Abuse**, which has contracted with agencies with special expertise in the problems of the chronically mentally ill and Aid to Families with Dependent Children recipients, respectively.

On the other hand, the widespread use of vocational skills training in both the classroom and OJT modes for at least some JTHDP participants appears to represent efforts to implement what we have called the "Traditional Training Model." Many project reports indicated that the OJT approach was reserved for those clients who had the fewest barriers to employability.

The project reports indicated there was wide variation in the types of agencies used to provide skills training in the classroom and on-the-job modes:

- Some local projects, such as the **Austin/Travis County Private Industry Council (Texas),** utilized the JTPA system to provide vocational training and OJT to homeless participants.
- Others chose institutions to provide training. For example, **Project WORTH** in Kentucky delivered clerical training, construction skills, sewing, and reupholstery classes in-house, i.e., through the school system that sponsored the JTHDP project.
- Finally, some, such as the **Delaware Division of Alcohol and Drug Abuse,** used JTPA subcontractors for some clients and other community agencies for others.

Remedial education. As shown in Exhibit 4-6, roughly 61 percent of the project reports indicated that at least some participants received one or more services designed to improve their educational level. These services were typically labeled remedial education, remedial reading and mathematics, basic skills instruction, literacy instruction, and English as a Second Language (ESL). As one would expect, the **Elgin Community College (Illinois)** and **Jefferson County Public Schools (Kentucky)** have made extensive use of remedial education programming.

Job counseling. Exhibit 4-6 shows that 52 percent of the projects reported providing job counseling to some of their homeless participants, often discussing links among this kind of counseling, vocational assessments, and setting of career goals. Because these activities are often considered part of the case management process, it seems likely that the estimate of roughly 50 percent of the projects providing this service is low.

The **Land of Lincoln Goodwill Industries, Inc. (Illinois)** project is typical in its provision of "private one-on-one counseling" as a stand-alone component for all homeless participants. On the other hand, the **Center for Independent Living (California)** reports that its counseling is linked to its workshop activities.

A few projects provided some indication of the types of activities that were incorporated in their counseling. For example, the **Wake County Job Training Office (North Carolina)** project reported that it utilized "reality therapy" and the **Hoosier Valley Economic Opportunity Corporation (Indiana)** project engaged in efforts to combat low self-esteem. But most projects restricted their discussions to generalized discussions of "counseling."

Other training services. Finally, roughly 23 percent of the JTHDP projects reported that they were offering training services other than the above-listed ones. Examples of this include the customized employer-specific training offered by the **Seattle-King County Private Industry Council (Washington)** and the youth-oriented training offered by the **City of St. Paul, Job Creation and Training Section (Minnesota)**.

Employment-related services. This section discusses job development and placement and subsidized employment services.

Job development and placement. Comparisons of Exhibits 4-6 (page 4-22) and 4-7 make it clear that efforts to place homeless participants directly in jobs were among the most frequently reported services offered under the JTHDP. Twenty-six of the 31 projects that submitted useful data on this topic (84 percent) indicated they provided direct placements of homeless participants into full- or part-time unsubsidized employment.[3]

Roughly 32 percent of the projects reported offering job development services to homeless participants, i.e., efforts to market participants to prospective employers. Presumably these projects went beyond existing lists of openings to directly contacting employers and attempting to convince them to hire either specific participants or homeless participants in general.

For example, in the **Wake County Job Training Office (North Carolina)**, project staff spend time with each individual participant and then either refer him or her to an opening that they are aware of or try to find an appropriate opening. At the **Austin/Travis County Private Industry Council (Texas)**, staff of the participating agencies sometimes develop some jobs directly and use the local Job Service at other times.

Work experience and other subsidized employment approaches. A substantial minority of projects reported providing some form of subsidized employment to homeless participants:

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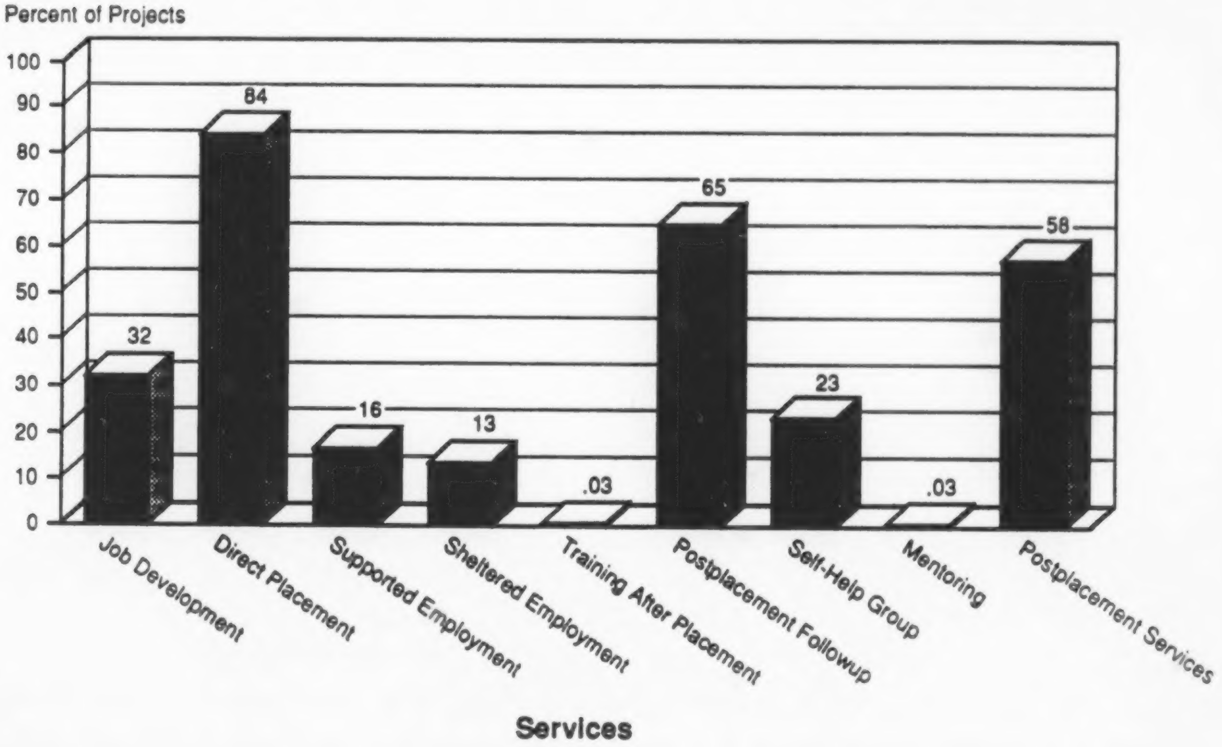
[3] The term "unsubsidized employment" refers to jobs that are not subsidized in whole or part by JTHDP funds.

Exhibit 4-7
Employment Services Offered by the JTHDP Projects



- More than 35 percent of the projects reported providing some form of work experience for a portion of the homeless people that they served.
- About sixteen percent reported providing supported employment.
- Thirteen percent reported that they offered sheltered employment to some homeless participants.

The **City of Saint Paul Job Creation and Training Section (Minnesota)** uses a number of work experience and related approaches. A sheltered workshop operated by a vocational rehabilitation agency is used for both a two-week extended evaluation that is part of the participant assessment process and a worksite for continuing supported employment where appropriate. In addition, the JTHDP project has contracted with a JTPA subcontractor that pioneered the use of an "enriched work experience" approach that combines traditional work experience at public and private non-profit work sites with case management and basic education.

This combination of services enables the Saint Paul JTHDP to develop a realistic assessment of barriers to employment and participant ability to perform in the work place as well as a means of increasing long-term employability for participants with severe barriers to employment such as alcohol and other drug abuse, learning disabilities, and/or emotional problems that would have severely limited opportunities to find them unsubsidized employment or on-the-job training without prior work experience provided by the project.

The **Delaware Division of Alcohol and Drug Abuse** project serves homeless people with chronic mental illness as one of their two target groups, and has concluded that the supported employment model that is frequently utilized in the vocational rehabilitation field is more appropriate than the standard JTPA training or direct placement approaches for many chronically mentally ill homeless persons.

Taken together these kinds of work experience and related approaches can be seen as integral elements in three of the four program models:

- They represent a training option in the "Traditional Training Model," and the "Recovery Model," i.e., a way station between intake and eventual attainment of unsubsidized employment;
- They represent the best possible outcome within a year or two time frame for the "Long-Term Support Model."

F. POSTPLACEMENT SERVICES

Although postplacement services are sometimes grouped under "employment-related services," they are discussed here to highlight their importance for attaining the employment-retention objective for homeless individuals.

Introduction

Postplacement services are designed to support at-risk participants once employment is secured. This type of service is one of four activities that was emphasized by ETA as "especially important to the homeless population for placement and retention. . ." (*Federal Register*, April 19, 1988). Given the multiple problems and needs of many homeless individuals, JTHDP grantees were encouraged to ". . . provide a continuity of service to individuals from application through the end of the retention-in-employment period" (*Federal Register*, April 19, 1988).

There is a consensus among JTHDP projects that the service delivery process should not end once employment is secured. Many formerly homeless individuals will need support both during and after the 13-week followup period outlined in the regulations. The first-year final evaluation reports submitted by the FY 1988 projects provided information on the types of postplacement support services offered. The findings from the review are discussed below.

Program Requirements and Guidelines

All JTHDP projects are required to participate in the evaluation process, which includes reporting on the " . . . average retention rate of placements of homeless individuals after training. ETA defines the period over which retention is to be measured as 3 months (13 weeks)." JTHDP projects track participants from the first day of employment through the 13th calendar week period. Participants and/or employers are contacted at the 13th week to obtain information on the length of employment or to verify employment.

Programmatic Approaches and Findings

Twenty of the 32 JTHDP projects (63 percent) made explicit reference to postplacement followup services in final evaluation reports. However, only 18 of them discussed the specific services offered. Three additional projects reported that postplacement services provided by case managers were important to participant success, yet it was unclear whether postplacement services were implemented. Eight projects did not address or did not offer postplacement services. Exhibit 4-8 documents the postplacement services reportedly offered by the 18 projects.

Types of Postplacement Support Services

Many different types of postplacement services were cited by the projects. Services cited frequently include transportation, employee/employer intervention/advocacy, continuation of support services, rental assistance, and group counseling and/or alumni groups. Other services provided include housing assistance/advocacy, employee monitoring, continued case management, child care, ongoing advocacy, food, educational referrals/monitoring, and clothing and uniforms. Alcohol and other drug abuse counseling, clinical intervention, and the implementation of employee incentive programs were mentioned by only one project.

Eight of the 18 projects that discussed the provision of postplacement services (44 percent) stated that their organization offered transportation assistance as a followup service. Transportation assistance includes providing participants with bus tokens or assisting the participants in obtaining automobile insurance and a driver's license and providing loans for minor automobile repairs.

Another frequently cited followup service is employer/employee intervention to promote job retention. Seven (39 percent) of the projects reported providing employee/employer intervention or acting as an advocate for the employee to resolve problems that arose in the workplace. For example, the **Wake County Job Training Office (North Carolina)** reports that "counselors must keep in constant contact with the clients and employers to ensure that current or foreseeable problems that may hinder job retention are addressed." The **Denver Department of Social Services (Colorado)** felt that the "followup period is crucial in alleviating any problems that interfere with the homeless client maintaining long-term permanent employment."

Three of the 18 project reports (17 percent) explicitly stated that monitoring the employee was not only a way of tracking the participant through the 13-week period but also a way of increasing participant contact and providing services to participants. (Other projects may have also come to this conclusion but did not choose to note it in their final evaluation report.) Monitoring of employees at these projects goes beyond the required 13-week employment validation and may consist of telephone calls to the participant to inquire about employment issues as well as health status, continuing attendance in Alcoholics Anonymous, or housing issues. This differs from

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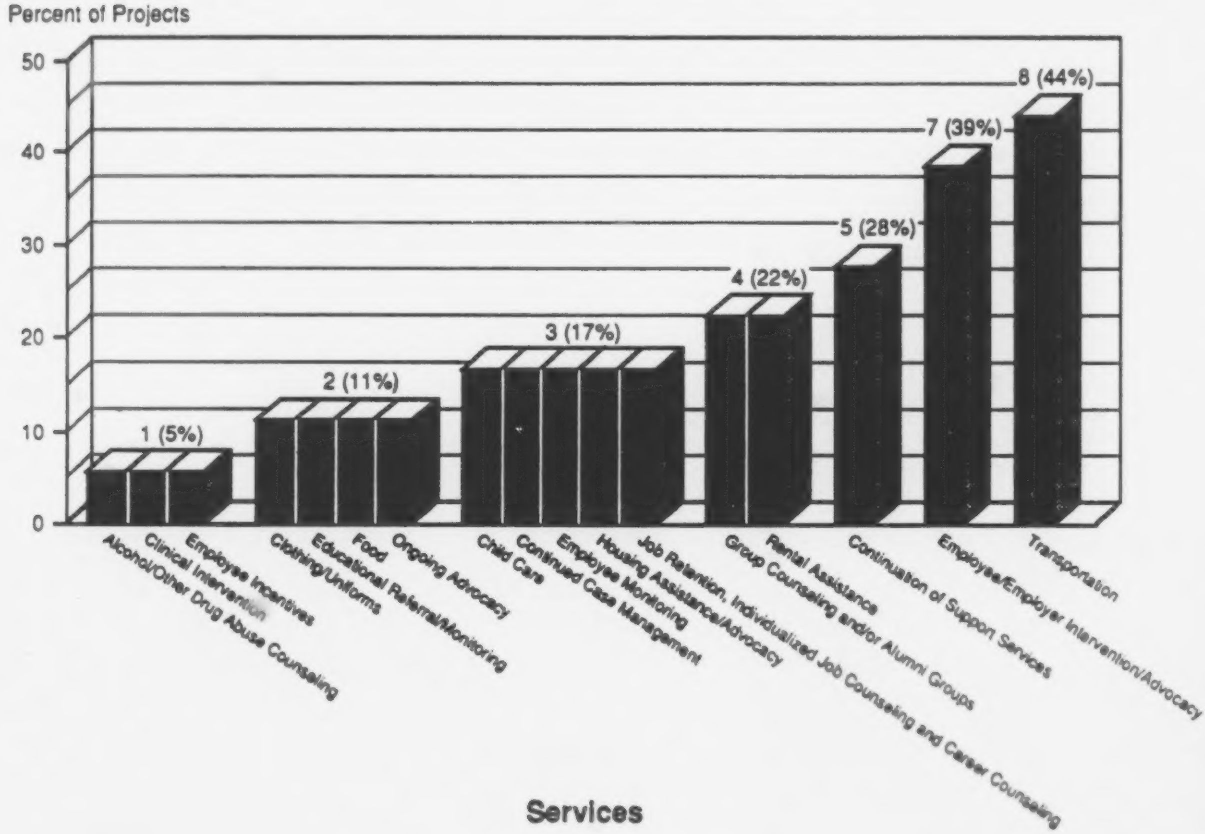
Exhibit 4-8
Postplacement Services Offered by JTHDP Projects



employee/employer intervention and advocacy in that intervention and advocacy frequently occur only when problems arise, whereas monitoring is ongoing. Contact is also solely with the participant as opposed to the employer and participant. Participant monitoring also is viewed as having a positive effect on job retention, because it resolves personal problems that may affect future job performance.

The **Massachusetts Career Development Institute** best summarizes the reasons why participants need continued support: "Characteristic to homeless individuals is the constant state of crisis they find themselves in. Strong case management and postplacement support services offer support at the moment it is needed, which frequently makes all the difference." The **North Coast Opportunities, Inc. (California)** project outlines the need for postplacement services: "Postplacement support services are offered as a stabilizing factor in the sometimes chaotic lives of many of the clients."

The **Illinois Department of Public Aid** states that "homeless clients need a structured transition into employment to gain experience and become resocialized into the world of work. This transition process is a long-term process involving individualized and group support services after employment."

Of the 10 projects that addressed the subject of why participants need postplacement support services, the majority believe that for participants to retain employment they need continuing reinforcement and moral support, along with a continuation of services.

Five of the 18 projects (28 percent) report that they continued to offer clients support services during the followup period but did not specify which support services were offered. An aftercare case management plan or continued case management was offered by three (17 percent) of the projects; two (11 percent) provided ongoing advocacy. Job retention counseling, career counseling or individualized postemployment counseling was reported by three (17 percent) of the projects. Four (22 percent) of the projects established an alumni group, consisting of clients who currently are working and/or those who are ready to enter employment. The alumni group serves as a means of establishing additional client contact and to meet the clients' need for group interaction. The alumni groups typically identify additional support services needed; discuss job-related issues such as problems, conflicts, and barriers on the job; and identify possible methods of coping with job stress.

G. CONCLUSIONS AND IMPLICATIONS FOR FURTHER EVALUATION

Descriptive Analysis

The enhancement of the CCIP to account for receipt of specific types of services will, for the first time, permit consistent description and analysis of the delivery of employment and training services across JTHDP projects. The initial steps in any such evaluation should include analysis addressing such issues as the following:

- Patterns of service receipt--JTHDP wide and variations from project to project. These kinds of data can begin to answer such questions as, "Which services do most JTHDP participants receive?" and "Which services are offered most frequently at which sites?"
- Relationships between participant characteristics and service receipt. These kinds of data can begin to address such questions as, "What kinds of services do homeless men and women without high school diplomas most frequently receive?" and "What kinds of participants receive direct placement services?"
- Relationships between service receipt and measured outcomes. These kinds of data can begin to shed light on such important research issues as, "Which kinds of services seem to be most likely to result in unsubsidized employment?"

Once this has been accomplished, more sophisticated efforts to relate all three key elements of the program--participant characteristics, service receipt, and outcomes--can be initiated to begin to address the fundamental question, "Which services seem to work the best for which types of participants?"

The Strengths and Weaknesses of Work Experience and Related Approaches as a Way to Serve Hard-to Place Homeless Men and Women

Those who were responsible for drafting the Job Training Partnership Act believed that the problems associated with subsidized employment in the public and private non-profit sectors under the Comprehensive Employment and Training Act outweighed their benefits. As a result, they eliminated the CETA provisions that had authorized public service employment and put severe limits on adult work experience in JTPA. These limits are not in effect for the JTHDP, however, and a number of grantees attempted to integrate versions of work experience and related approaches into their service models.

In particular, site visits to the **City of Saint Paul Job Creation and Training Section (Minnesota)** and the **Seattle-King County Private Industry Council (Washington)** projects suggest that local staff believe that an "enriched work experience" model that combines traditional work experience at government and/or private non-profit work sites with basic education and/or skills training can be a useful tool in helping homeless men and women who need immediate income but are not yet ready for unsubsidized employment or on-the-job training at for-profit work sites, including many hard-to-place clients with chronic mental illnesses and substance abuse problems. Other grantees found that supported and sheltered employment can also be useful approaches for this same hard-to-place client group.

The Relationships of Remedial Education and Assessment

Although the project reports indicated that remedial education, basic skills instruction, and literacy instruction were offered at most sites, they do not address the issue of the extent to which the JTHDP has succeeded in meeting the education-related needs of the homeless population that is being served. In particular, are education-related services offered to all homeless individuals who need them? Review of CCIP and selected site visit data should help to resolve this issue.

The Effectiveness of Different Kinds of Services for Specific Types of Homeless People

Both project reports and the results of site visits imply that certain kinds of services (and service models) are most effective with specific types of homeless people, such as single males, those with alcohol and other drug abuse problems, and women with young children. Although definitive answers to these questions cannot be obtained even with client-specific data, future evaluation efforts will address these issues.

CHAPTER 5. PROGRAM COORDINATION

CHAPTER 5. PROGRAM COORDINATION

A. INTRODUCTION

The problems encountered by homeless individuals tend to be multiple and complex. Therefore, they are not likely to be addressed by any single service delivery provider. Few, if any, agencies have the capacity to meet all of a homeless person's interrelated needs for treatment/recovery, housing, health care, and employment and training services.

Given this situation, it is not surprising that the JTHDP projects reported that they used linkages and coordination as key elements in their approaches to serving homeless participants. Systems of coordination involving linkages among State, local, public, private, and voluntary agencies thus appear to be a crucial element affecting appropriate and timely service delivery to homeless participants.

B. PROGRAM REQUIREMENTS AND GUIDELINES

In addressing the lack of shelter for a growing number of individuals and families, the McKinney Act stressed the need for coordination and linkages. Congress acknowledged that "homeless individuals have diverse needs; and there is no single, simple solution to the problem because of the . . . different causes of homelessness, and the different needs of homeless individuals" [Public Law 100-77, section 101(a)(3) and (4)].

Responding to the intent of the McKinney Act, ETA designed the JTHDP to focus on "knowledge building to inform national policy, program content, and system development." The focus on system development includes "how States, local public agencies, private nonprofit organizations, and private businesses can develop effective systems of coordination to address the causes of homelessness and meet the needs of the homeless, including attainment of transitional or permanent housing outside of shelters."

C. PROGRAMMATIC APPROACHES AND FINDINGS

Patterns of Coordination

The JTHDP projects reported a wide variety of different kinds of coordination arrangements and activities. Many of them represent relatively simple referral agreements among two or more agencies. Illustrative examples of some of the more ambitious efforts to promote coordination include the following:

- The **Pima County Community Services Department (Arizona)** provides a wide range of community-based services to its participants through linkages. For example, the community food bank supplies boxes of food for those without food stamps. Participants with histories of alcoholism or drug abuse are referred to long-term behavioral health counseling. In addition, community mental health and health care services are made available through linkages with other McKinney Act providers.

- In Louisville, Kentucky, the homeless problem is addressed through many resources that are coordinated through the Louisville Coalition for the Homeless. The **Jefferson County Public Schools (Kentucky)** reports that "without constant support of everyone working together to hurdle the many barriers the homeless are confronted with, many of the students and their families would be unable to establish a life of self-sufficiency and independent living."

- The clubhouse model of psychiatric rehabilitation used by the **Independence Center (Missouri)** project is a fully integrated system that relies heavily on linkages with many service providers, including shelters, detoxification centers, hospitals, and law enforcement. Linkages have afforded project participants additional services such as outreach, case management, emergency psychiatric treatment, and emergency housing services.

- Reinforcing the significance of linkages to project success, the **Broward Employment and Training Administration (Florida)** project reported that "employment and training programs for the homeless cannot be effective without the cooperation of other agencies." Broward County established a Task Force for the Homeless and Hungry that includes 26 agencies.

- Case managers in the **Suffolk County Department of Labor (New York)** project also cited interagency coordination as a factor that played an important role in promoting project success.

Types of Linkages

The first-year evaluation reports submitted by the 32 JTHDP projects indicated that a number of diverse strategies were employed to promote coordination of their programs and services with other organizations that provide services to the homeless. In particular, the projects reported that at least four distinct kinds of relationships were entered into: (1) referrals, (2) reverse referrals, (3) advisory groups, and (4) networks/coalitions. Systems of coordination and linkages incorporate both formal and informal structures.

Referrals. The most utilized type of coordination relationship was a referral network of agencies serving the needs of the homeless in the community. Twenty-eight projects indicated they regularly work with other agencies that provide services to homeless participants.

When this approach is used, project managers often initiated the process by meeting with representatives from other service agencies to share project information and develop referral processes. Once referral systems have been established, the linkage usually is implemented at the case-manager or service-provider level.

Reverse Referrals. JTHDP projects frequently reported that they relied extensively on "reverse referrals," i.e., referrals from other agencies for a supply of participants. Under this approach, project management and staff typically conduct outreach efforts to local shelters and community-based agencies, including community mental health centers, State hospitals, child protective services, the Salvation Army, clinics, law enforcement agencies, and local health departments, to establish personal contact that facilitates the referral process.

As might be expected, the predominant reverse referral linkages that JTHDP projects report are those with shelters and other agencies that serve homeless people. In some instances JTHDP services are actually delivered in these agencies, and in others the participants must come to the JTHDP agency to be served.

Advisory Groups. Several JTHDP projects reported using advisory groups or interagency boards to coordinate and enhance services for their participants. Advisory boards typically comprise community representatives who are actively engaged in serving the homeless. Advisory board representatives sometimes include elected officials and representatives of local businesses.

The **Delaware Division of Alcohol and Drug Abuse** and the **Massachusetts Career Development Institute** are examples of JTHDP projects that have active advisory boards. **Elgin Community College (Illinois)** is nominally under the jurisdiction of an interagency consortium, but a site visit revealed that the agencies--other than the JTHDP project--function as an advisory group rather than a governing board.

Networks/Coalitions. Many JTHDP projects report that they are part of one or several networks of agencies in the community that meet and discuss the problems of the homeless. Examples of this include the following:

- The **Step Up On Second Street, Inc. (California)** project actively participates in the following coalitions: Westside Mental Health Network, Homeless Task Force of the Santa Monica Chamber of Commerce, Westside Shelter Coalition, County Coalition on the Homeless, Southern California Association for Nonprofit Housing, Alliance for the Mentally Ill, California Association of Social Rehabilitation Agencies, and the California Homeless Coalition.

- The **Illinois Department of Public Aid** project established a project advisory group, chaired by the Department, to involve other community organizations and State agencies in the project and to facilitate services for homeless participants. The advisory group met monthly to discuss implementation problems and improve working relationships between the JTHDP project and other community organizations and State agencies.
- The **Seattle-King County Private Industry Council (Washington)** staff played an active role in several community-wide projects that were implemented to coordinate services to homeless people.

Services Provided Through Linkages

JTHDP projects reported that a wide variety of services are provided to homeless participants through linkages. These services, as illustrated in Exhibit 5-1, represent the full range of services, including intake and assessment, case management, employment and training, housing, and supportive services. The predominant service areas provided through linkages are supportive services, housing, and employment and training. On the other hand, intake/assessment and case management services are usually provided by the JTHDP project itself and not contracted out.[1]

Supportive Services. Linkages with other service providers most often are used to provide services to meet basic and immediate human needs such as food, clothing, health care, alcohol and other drug abuse treatment, and mental health treatment and counseling. As noted in Exhibit 5-2, such linkages were reported in 75 percent of the projects.

Housing. The majority of JTHDP projects rely heavily on linkages to provide housing services to participants. Housing services are provided through linkages with local area emergency and transitional shelters, local housing authorities, churches, the Salvation Army, YMCA, YWCA, and private realty companies.

Employment and Training Services. Many JTHDP projects also reported that they rely on coordination to provide at least some of their employment and training services, including vocational and occupational skills training, remedial education and basic skills/literacy instruction, and direct job placement. Referrals for training-related and employment services are made to a variety of projects and organizations, including JTPA, technical and community colleges, and local businesses.

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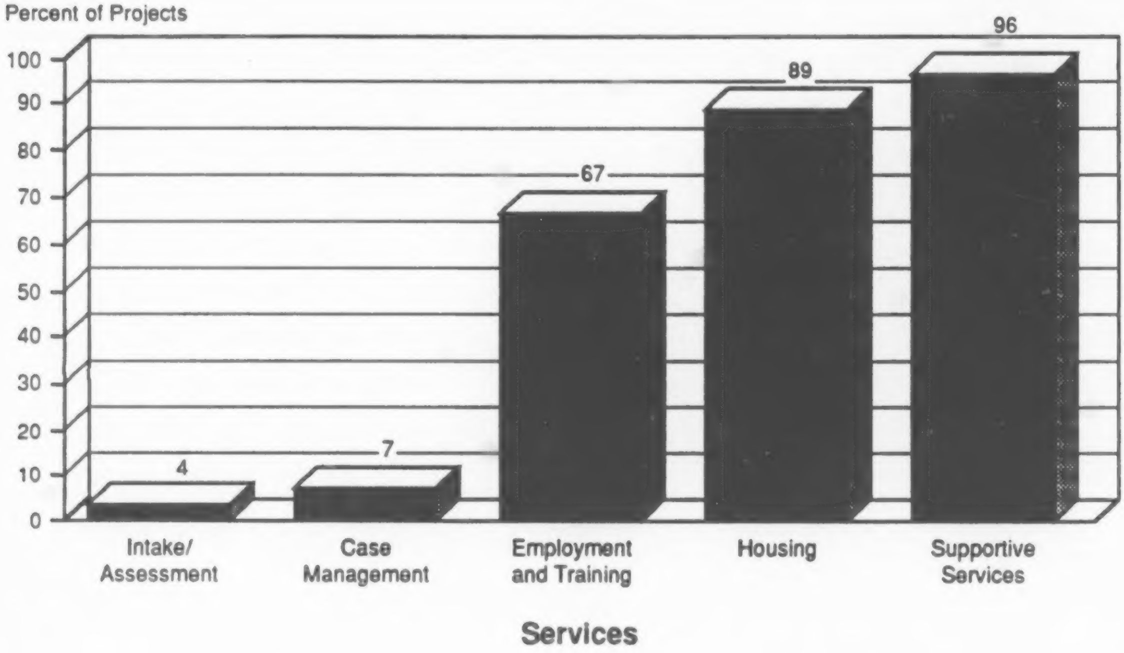
[1] The **Broward County Employment and Training Administration** contracts case management services to the local Department of Social Services and thus stands as an exception to this rule.

Exhibit 5-1
Services Provided Through Linkages



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Number of Linkages

Twenty-four JTHDP projects reported linkages with a total of 628 agencies to meet the needs of homeless participants, yielding an average of roughly 26 per agency and a median of 19. (The remaining eight projects did not report specific numbers of linkages.)

As shown in Exhibit 5-2, the number of linkages reported by project range from 4 to 117 agencies. It is noteworthy that more than 42 percent of the projects reported linkages with more than 20 individual service providers.

Perceived Benefits of Coordination

The projects also reported that their efforts to promote coordination have resulted in a range of different kinds of benefits. Several indicated that coordination has contributed to the acceptance of JTHDP projects in their communities. Systems of coordination increase public awareness of the project, build community support for the problems of the homeless, and result in capacity building to effectively address the needs of the homeless population. Examples of this include the following:

- The **Wake County Job Training Office (North Carolina)** project reported that "acceptance of this program in the local community is due in large part to the emphasis placed on constant information sharing and the linkage formation conducted prior to the program's formal beginning."
- Similar findings were reported by the **ARCH Training Center, Inc. (Washington, D.C.)** project, which has developed linkages with PEPCO, the Private Industry Council, and the public school system. "These linkages contributed significantly to the validity of the project in the community."

The JTHDP project reports frequently referenced the fact that coordination among service providers has resulted in less duplication of services and more efficient and timely provision of services. Examples of this include the following:

- The **Massachusetts Career Development Institute** reported that the greatest strength of its project was the ability to coordinate various agencies, public offices, and private-sector interests. Project staff members participate on committees that focus on coordinating the needs of homeless participants.
- In **Suffolk County Department of Labor (New York),** case managers contacted and visited dozens of agencies and organizations in an effort to maximize utilization of existing community resources that could benefit homeless participants.

Exhibit 5-2
Frequency of Linkages Reported By Project

Project	Number of Linkages
Jefferson County Public Schools	117
Denver Department of Social Services	79
Corporation for Employment and Training, Inc.	39
Pima County Community Services Department	36
Delaware Division of Alcohol and Drug Abuse	34
Massachusetts Career Development Institute	30
Wake County Job Training Office	30
Broward Employment and Training Administration	26
Seattle–King County Private Industry Council	26
St. Martin's Hospitality Center	23
Step Up On Second, Inc.	21
Elgin Community College	20
Center for Independent Living	19
Nassau Children's House, Inc.	18
Hoosier Valley Economic Opportunity Corporation	16
City of St. Paul, Job Creation and Training Section	16
Toledo Area Private Industry Council	15
Rock River Training Corporation	14
City of Syracuse, Office of Development	12
North Coast Opportunities, Inc.	10
Independence Center	10
Land of Lincoln Goodwill Industries, Inc.	9
ARCH Training Center, Inc.	4
Cuyahoga County Department of Development	4
Total	628

D. CONCLUSIONS AND IMPLICATIONS FOR FURTHER EVALUATION

Review of the final reports submitted by 32 JTHDP projects provides considerable support for the following conclusions:

- Coordination and linkages to related agencies have helped to provide access to a wide array of services to meet the multiple needs of homeless JTHDP participants.
- Linkages of job training projects with other organizations concerned with the problems of homelessness have increased public awareness of the problem and facilitated acceptance of the projects in the community.
- Linkages between service providers seem to result in less duplication of services and more efficient and timely delivery of services to the homeless.

Effective coordination between the JTHDP projects and other service systems clearly makes it possible to offer a wider array of services to homeless participants. Because JTHDP projects cannot be expected to have the resources or staff expertise to address all of the special needs of homeless participants, effective referral systems bridge gaps in service delivery to homeless individuals.

What are the implications of these findings for future studies of the JTHDP? Ideally, these studies will begin to provide answers for questions like, "What kinds of coordination and linkages are most likely to be effective in improving service delivery and outcomes experienced by JTHDP participants?" To answer this question, it will be necessary to go beyond efforts to count and characterize types of linkages. Future research in this area will require telephone surveys and site visits that provide more detail on the background and types of coordination being implemented, the factors that promote and retard effective coordination of JTHDP projects, and the tangible benefits that accrue to JTHDP participants and the involved agencies when effective coordination is implemented.

The Department of Labor has recently funded studies of coordination among employment and training programs by James Bell Associates and by the National Governors Association. One avenue for future research on JTHDP coordination might be an effort to try to relate the results of these evaluation efforts to the emerging lessons from the local JTHDP projects.

CHAPTER 6. PROGRAM IMPLEMENTATION: IMPACT OF ALCOHOL AND OTHER DRUG ABUSE

CHAPTER 6. PROGRAM IMPLEMENTATION: IMPACT OF ALCOHOL AND OTHER DRUG ABUSE

A. INTRODUCTION

Alcohol and other drug dependency is among the most important factors contributing to the widespread and growing problem of homelessness. Recent studies suggest that 33 to 38 percent of homeless adults have alcohol problems. In addition, estimates of the number of homeless individuals with drug problems range from 10 to 25 percent. Programs that try to serve the needs of the homeless are increasingly finding that they must first confront the problems of alcohol and other drug abuse.

To help JTHDP projects design services for homeless individuals with alcohol and other drug abuse problems, it is important to develop a greater understanding of the nature of the problem, of existing service delivery models, and of the impact of the problem on program implementation. This chapter represents an initial effort to accomplish these objectives based on a preliminary assessment of the findings contained in the final reports submitted by the 32 first-year JTHDP projects. In particular, it addresses the following:

- Incidence of alcohol and other drug abuse among homeless participants served by JTHDP
- Service delivery approaches that have been utilized in providing alcohol and other drug treatment services to JTHDP participants
- Impact of participant alcohol and other drug abuse on JTHDP implementation and outcomes.

B. INCIDENCE OF ALCOHOL AND OTHER DRUG ABUSE AMONG HOMELESS PARTICIPANTS

Alcohol and other drug abuse represents a serious barrier to meeting the employment and housing needs of many homeless individuals and families. In particular, review of the materials submitted by JTHDP projects showed the following:

- Virtually all local JTHDP projects say that portions of their caseloads report alcohol and other drug abuse problems at intake.
- The incidence of alcohol and other drug abuse at intake is widely believed to be understated. Thus the actual incidence of these barriers to employment is undoubtedly higher than the reported levels.

As shown in Exhibit 6-1, the portion of the participant population served who were identified as having an alcohol and other drug abuse problem at intake varied considerably across project sites. The estimates provided by the projects ranged between 9 and 100 percent. (It is important to note that the wide variation among projects is in part due to the fact that some projects try to screen out individuals with alcohol and other drug abuse problems and some projects target this population subgroup.) The average estimates of alcohol and other drug abuse problems among the 18 projects that provided data was nearly 50 percent; 45 percent of those participants served by the JTHDP reportedly had an alcohol and other drug abuse problem.

These prevalence rates are significantly higher in the JTHDP sample than in the general population of homeless adults, where it is estimated that 35 percent are believed to be alcohol and other drug abusers (U.S. Conference of Mayors, 1988). But it is too early to say whether this difference reflects the specific sites served by the JTHDP or inaccuracies in either set of estimates.

Exhibit 6-2 summarizes the available information from those projects that provided separate estimates of participants affected by alcohol abuse and drug abuse. Of the nine programs reporting these data, the average estimates of the incidence of alcohol abuse and drug abuse among the participant population was 22 percent for each.

The accuracy of the estimates of alcohol and other drug abuse among the JTHDP participant population is called into question because many projects reported difficulty identifying alcohol and other drug abusers at intake because of participant denial and fear of rejection by the program. In addition, caseworkers reported an inability to identify alcohol and other drug abuse in homeless participants. However, the projects often report that alcohol and other drug abuse was frequently cited by homeless participants as a reason for their homelessness and as a barrier to employment.

This discussion of the available data on the incidence of alcohol and other drug abuse problems illustrates some of the uncertainties about developing precise estimates about the characteristics of homeless participants that complicate job training and employment approaches. However, the findings clearly document the need for including alcohol and other drug abuse services for homeless participants as part of a comprehensive service delivery model.

Exhibit 6-1
Reported Incidence of Substance Abuse*

State	Project	N Served	Substance Abuse (Percent)
CA	Step Up On Second Street, Inc.	148	65
CA	North Coast Opportunities, Inc.	244	13
CO	Denver Division of Social Services	613	35
DE	Delaware Department of Social Services	122	39
DC	ARCH Training Center, Inc.	95	80
FL	Broward Employment and Training Administration	269	25
IL	Illinois Department of Public Aid	506	37
IN	Hoosier Valley Economic Opportunity Corporation	100	24
KY	Jefferson County Public Schools	264	33
MA	Massachusetts Career Development Institute	50	65
MN	City of St. Paul, Job Creation and Training Section	435	83
MO	Independence Center	103	9
NC	Wake County Job Training Office	185	29
NM	St. Martin's Hospitality Center	263	85
NY	Nassau Children's House, Inc.	41	32
OH	Toledo Area Private Industry Council	146	43
OH	Cuyahoga County Department of Development**	29	100
WA	Seattle–King County Private Industry Council	589	55
		4202	45

* Includes estimates by project staff

** The project serves only recovering, homeless, and/or substance-abusing persons.

Exhibit 6-2
Reported Incidence of Alcohol and Drug Abuse*

State	Program	N Served	% Alcohol Abuse	% Drug Abuse
AZ	Pima County Community Services Department	300	41	27
CA	Center for Independent Living	910	8	24
IL	Elgin Community College	569	15	7
NJ	Corporation for Employment and Training, Inc.	187	17	43
NY	City of Syracuse, Office of Development	56	37	21
OH	Community Action Commission of Fayette County	27	6	6
OH	Toledo Area Private Industry Council	146	52	48
SC	Charleston County Employment and Training	249	44	7
	TOTAL SERVED	2,627	22	22

*Includes estimates by project staff

C. SERVICE DELIVERY APPROACHES

Although the findings reported earlier in this chapter provide some insights into the magnitude and nature of the problem of alcohol and other drug abuse among homeless participants in JTHDP, little is known about the types of treatment approaches and combinations of services that are most effective in addressing the interrelated problems of alcohol and other drug abuse and employability faced by homeless individuals. For example, program experience is mixed concerning whether alcohol and other drug treatment services should be integrated into JTHDP or provided through linkages to other service providers or through a combination of internal and external service delivery systems.

Given the current state of the art in this area, research efforts are still needed at such basic levels as describing the variations in service delivery approaches that have been attempted and assessing those approaches by those who have adopted them. A brief summary of some of these variations is presented below.

In-house Services Versus Referrals to Service

Most JTHDP projects have adopted one of two broad strategies for the provision of alcohol and other drug abuse services:

- In-house service provision: Eight of the projects have reported hiring one or more alcohol and/or drug abuse specialists to work on their staffs--**Step Up on Second Street, Inc. (California), Center for Independent Living (California), St. Martin's Hospitality Center (New Mexico), Illinois Department of Public Aid, Cuyahoga County Department of Development (Ohio), City of St. Paul, Job Creation and Training Section (Minnesota), North Coast Opportunities (California)**, and **Elgin Community College (Illinois).**

- Referral of clients to other existing providers: Seventeen of the projects reported referring at least some of their clients to other agencies for alcohol and other drug abuse treatment (including some who also have in-house capabilities in this area)-- **Step Up on Second Street, Inc. (California), Center for Independent Living (California), Seattle-King County Private Industry Council (Washington), Independence Center (Missouri), ARCH Training Center (Washington, D.C.), Toledo Area Private Industry Council (Ohio), Pima County Community Services Department (Arizona), City of St. Paul, Job Creation and Training Section (Minnesota), Corporation for Employment and Training, Inc. (New Jersey), Jefferson County Public Schools (Kentucky), Hoosier Valley Economic Opportunity Corporation (Indiana), Elgin Community College (Illinois), Austin/Travis County Private Industry Council (Texas), Nassau Children's House, Inc. (New York), Charleston County Employment and Training (South Carolina), Community Action Commission of Fayette County (Ohio)**, and **Wake County Job Training Office (North Carolina).**

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Other options adopted by one or more projects included providing training on alcohol and other drug abuse problems and programs to JTHDP staff **(Center for Independent Living [California]** and **Jefferson County Public Schools [Kentucky])**, inviting other agencies to outstation alcohol and other drug specialists at the JTHDP site **(Massachusetts Career Development Institute)**, subcontracting with drug abuse agencies to provide service **[Hoosier Valley Economic Opportunity Corporation (Indiana)]**, and providing training on employment and training issues to alcohol and other drug abuse program staff **[Suffolk County Department of Labor (New York)]**.

Program Philosophies

The JTHDP projects also differed greatly in the ways that they related alcohol and other drug services to their employment and training services in an overall program model. The two major philosophies adopted involved providing job training services concurrently with alcohol and other drug abuse treatment/counseling or sequentially, i.e., only after successful rehabilitation (or at least stabilization).

Service Delivery Approaches

The combination of in-house versus referral approaches and concurrent versus sequential philosophies has resulted in at least four distinct service delivery approaches for addressing the alcohol and other drug treatment/counseling needs of homeless participants in job training and employment programs. These approaches generally fall within the "Recovery Model" of JTHDP service delivery that was described in Chapter 4. For purposes of discussion in this chapter, approaches have been labeled as follows:

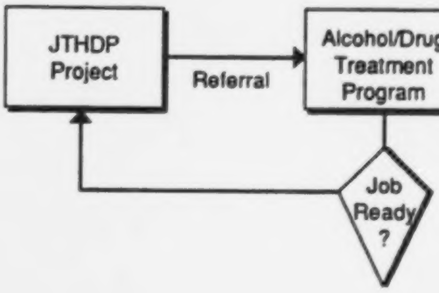
- The Sequential-Referral Approach
- The Concurrent-Combination Approach
- The Concurrent-Referral Approach
- The Concurrent-Internal Approach.

These approaches are illustrated in Exhibit 6-3. The application of each of these service delivery approaches is summarized in the following discussion.

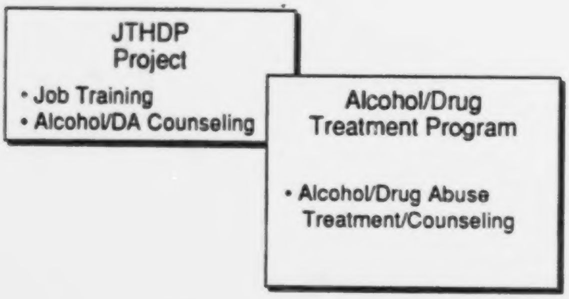
The Sequential-Referral Approach. In many instances, JTHDP projects have determined that participants with alcohol and/or other drug abuse problems must be treated in an alcohol/drug abuse treatment program before any participation in job training activities.

Exhibit 6-3
Service Delivery Approaches

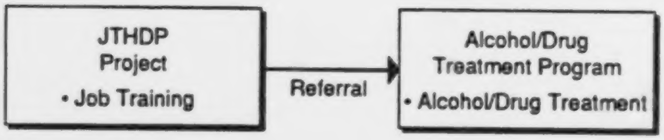
Sequential-Referral Model


JTHDP Project
Referral
Alcohol/Drug Treatment Program
Job Ready ?

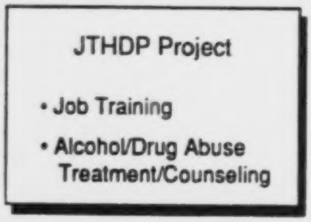
Concurrent-Combination Model


JTHDP Project
• Job Training
• Alcohol/DA Counseling
Alcohol/Drug Treatment Program
• Alcohol/Drug Abuse Treatment/Counseling

Concurrent-Referral Model


JTHDP Project
• Job Training
Referral
Alcohol/Drug Treatment Program
• Alcohol/Drug Treatment

Concurrent-Internal Model


JTHDP Project
• Job Training
• Alcohol/Drug Abuse Treatment/Counseling

Through this service delivery approach, the Sequential-Referral Approach, participants who are identified with an alcohol or other drug abuse problem are referred immediately to an appropriate agency for assistance; in many cases, this referral takes place before enrollment in the JTHDP project.

The JTHDP projects that utilize this approach vary in the degree to which they keep track of participants who have been referred out, but in any event, the participants who are referred are encouraged to apply (or reapply) to the JTHDP project after they complete treatment and have become stabilized. As illustrated in Exhibit 6-3, a determination of job readiness is made following treatment.

The **Toledo Area Private Industry Council (Ohio)** provides an excellent example of this type of project. In Toledo, the employment specialists, in collaboration with shelter case managers, refer identified alcohol and other drug abuse participants to an appropriate alcohol/drug treatment center. Each participant's progress is monitored, and upon completion of the treatment program, the employment specialists and the treatment counselor determine the job readiness of the participant.

The Concurrent-Combination Approach. Some JTHDP projects provide alcohol and other drug abuse counseling services within the project as part of an overall service delivery system in combination with referrals to detoxification and rehabilitation programs--the Concurrent-Combination Approach (Exhibit 6-3). An example of this service delivery approach is found in the **Step Up On Second Street, Inc. (California)** project, which employs a substance abuse and disability management specialist who provides clinical intervention, assessment, and expertise in alcohol and other drug abuse and disability management. This staff person teaches classes on alcohol and other drug abuse topics, makes appropriate referrals to detoxification and rehabilitation programs, and assists program clients in securing placement in rehabilitation programs.

A similar approach is used by the **Center for Independent Living (California)** project. When a counselor identifies a prior or present alcohol and other drug abuse problem in a participant, a referral is made to an appropriate agency along with a referral to the program's in-house alcohol and other drug abuse counselor. In this approach, projects provide counseling and job training and employment services to homeless, alcohol-and-other-drug-abusing persons, coordinating their progress through detoxification and rehabilitation, vocational guidance, job training, and job placement.

The Concurrent-Referral Approach. Through the Concurrent-Referral Approach (Exhibit 6-3), the JTHDP project provides job training-related services at the same time that it refers participants with alcohol and other drug abuse problems to local alcohol and other drug treatment programs. The JTHDP project works with a homeless participant in providing vocational assessment, training, education, and/or job placement assistance while the individual is enrolled in a treatment program elsewhere. For example, at the **Corporation for Employment and Training, Inc. (New Jersey)** project, participants who attempt detox are allowed to continue in job training. Detox services are provided through linkages with local hospitals, and the case manager maintains dialog with the referral agency to assess participant progress. Inpatient alcohol and other drug abuse treatment services are also provided through contractual arrangements, as evidenced in the **Hoosier Valley Economic Opportunity Corporation (Indiana)** project.

The Concurrent-Internal Approach. As is illustrated in Exhibit 6-3, the Concurrent-Internal Approach to the delivery of alcohol and other drug abuse services to homeless participants calls for JTHDP provision of treatment and/or counseling services within the program as part of a comprehensive in-house service delivery system. For example, at the **Massachusetts Career Development Institute** project, an onsite training alcohol and other drug abuse counselor is available to participants. In addition, a certified alcohol counselor works at an area shelter to provide support after training hours, onsite Alcoholics Anonymous meetings are conducted, and alcohol and other drug abuse is a frequent topic of support groups.

Problems With the Coordination and Referral Strategy

As noted above, only a minority of JTHDP projects were designed and staffed in a manner that would permit provision of indepth alcohol and other drug abuse treatment and counseling services within the projects. Instead, they have had to rely on linkages with service providers in the community for such services. However, reports submitted by the projects indicated that there have been a number of problems in doing this.

First of all, there is often a shortage of slots to treat homeless participants and others with a wide range of health, economic, and behavioral problems in addition to alcohol and other drug abuse. The projects in **Santa Monica (California), Springfield (Illinois), Toledo (Ohio), Broward County (Florida), Jersey City (New Jersey), and Charleston (South Carolina)** all reported this finding. This problem may also exist in other projects that did not make reference to it in their final reports.

Other projects reported that there were community agencies and programs with a capacity to help their participants, but there were major problems in coordinating with these agencies and gaining access to appropriate treatment programs for homeless participants with alcohol and other drug abuse problems. Although treatment programs were generally cooperative, JTHDP projects frequently had to compete with numerous other programs for limited treatment resources.

As a result of this lack of (access to) available treatment, homeless participants who need alcohol and other drug treatment were frequently placed on very long waiting lists. JTHDP projects sometimes reported waiting lists for their participants that ranged from 6 weeks to 6 months. Most critically, the projects invariably report that homeless participants have difficulty waiting for treatment and usually disappear before the entrance date arrives.

In addition to increased availability and access to adequate alcohol and other drug treatment services for homeless participants, there was also a reported need for long-term halfway house programs for the transitional rehabilitation of homeless participants with alcohol and other drug abuse problems. Short-term detoxification and 28-day rehabilitation programs are widely considered insufficient and ineffective with this population.

Given the difficulties experienced by JTHDP projects in providing alcohol and other drug abuse services to homeless participants, a number of projects modified their program design to enhance this program component. The **City of St. Paul, Job Creation and Training Section (Minnesota)** project reported that "staff do not consider the chemical dependency services provided during the first year of the program to be sufficient, and efforts to serve those with chemical dependency problems have taken an increased priority during the second program year." To enable staff to identify and respond to alcohol and other drug abuse among their participants, many projects have implemented staff training programs. The need for counseling and treatment beyond the capabilities of case workers was addressed by several projects through the addition of a professional alcohol and other drug counselor to the project staff.

Mechanisms To Ensure a Linkage Between Alcohol and Other Drug Abuse Services and Employment and Training Services

Review of the final evaluation reports submitted by the JTHDP projects reveals a number of specific strategies and tactics that have been used to ensure that participants address both their employment and training as well as their alcohol and other drug abuse treatment needs:

- The **Broward Employment and Training Administration (Florida), Charleston County Employment and Training Administration (South Carolina)**, and the **City of St. Paul, Job Creation and Training Section (Minnesota)** projects require that participants remain drug free if they are to continue participating in programs and/or staying at shelters or drop-in centers.
- In the **Elgin Community College (Illinois)** project, receipt of alcohol and/or drug abuse treatments are included in the written contract between the JTHDP project and its participants.
- In the **Charleston County Employment and Training Administration (South Carolina)**, participants with needs are required to continue in counseling, Alcoholics Anonymous, or other needed services if they are to continue participating in the JTHDP project.

The **Suffolk County Department of Labor (New York)** project provides an example of a reverse linkage. Participation in an employment and training program is a requirement for successful completion of local drug programs.

D. OVERALL IMPACT ON JTHDP IMPLEMENTATION

The data from the first year of operations of the JTHDP confirm the common sense expectation that participant involvement with alcohol and other drugs can severely limit the effectiveness of employment and training programs and, thus, help to perpetuate homelessness and unemployment.

In particular, it is now clear that the profound effects of alcohol and other drug abuse on participants are a primary reason why individuals and families are not able to take full advantage of JTHDP services, do not fully benefit from training opportunities, are not placed in jobs, and do not succeed in employment settings. Analysis of the results of the first year of the JTHDP demonstration reveals the following:

- A number of projects have chosen not to enroll anyone with alcohol and/or drug abuse problems and, thus, have not been able to help them at all.
- Many projects have found that alcohol and other drug abuse problems have made it impossible for them to put certain participants into training and led others to drop out of training programs.
- Many projects have been unable to place people in jobs because of alcohol and other drug problems.
- Most projects have discovered that alcohol and other drug problems interfere with the ability of participants to be retained on jobs even after they have been placed.

More generally, the JTHDP projects reported the impact of participant alcohol and other drug abuse can be found in at least two programmatic areas: (1) staff burden and (2) program outcomes.

Staff Burden

Alcohol and other drug abuse problems among homeless participants had considerable adverse effects on JTHDP program staff. Case managers reported great difficulty in identifying alcohol and other drug abuse problems during the intake process. Because of participant denial, case managers often had to establish a personal relationship with participants before alcohol and other drug abuse problems are revealed. Program counselors were generally not trained to work with alcohol and other drug abusers. Alcohol and other drug abuse also adversely affected participant-counselor relationships when participants failed to follow through with training and employment programs. **Jefferson County Public Schools (Kentucky)** reported that "active alcohol and drug abusers were deeply entrenched in denial and were not able to take full advantage of project services on a consistent basis because of their frequent absences. They would often disappear for days or weeks without notifying staff and then reappear expecting to pick up where they left off in the program."

The final evaluation reports from the JTHDP projects in Santa Monica, Berkeley, and Hoosier Valley (Indiana) all stressed the fact that participants with alcohol or other drug abuse problems were taking up disproportionate amounts of staff time among already overburdened workers. Inordinate amounts of staff time and energy were spent on crisis intervention in alcohol and other drug abuse emergencies; also, followup to the crises was reported to be consuming large amounts of time.

Thus, the challenges of dealing with clients who had problems of alcohol and other drug abuse tended to lower staff morale and increase staff burnout.

Program Outcomes

The most significant effects of alcohol and other drug abuse on JTHDP projects were reflected in the overall program outcomes that are reported to the Department of Labor. The project final reports explicitly listed alcohol and other drug abuse problems as:

- Cutting the proportions of participants who could enter or complete training in Berkeley, Seattle, Syracuse, Louisville, Suffolk, and Mineola (New York).

- Reducing overall placement rates in Berkeley, Syracuse, Jersey City, and Charleston.
- Adversely affecting participants' ability to retain permanent full-time jobs in Berkeley, Toledo, Denver, Broward County, Louisville, Charleston, and Wake County.
- Depressing the rate of measured success of the project in Austin and Syracuse.

The Toledo Area Private Industry Council (Ohio) reported that "the biggest impact that alcohol and drug abuse has had on the program is the seeming inability of current or past abusers to maintain long-term employment." Perhaps even more strikingly, the Denver Department of Social Services reported that of those with a history of alcohol and other drug abuse who were placed in jobs, 79 percent had negative outcomes. It is hard to believe that these problems did not occur in most other projects, even though they were not explicitly addressed in the project final reports.

Conversely, many of the projects have discovered that participant ability to deal with alcohol and other drug problems by participating in service components that address them seems to be one of the most important factors in predicting placements and retention.

E. CONCLUSIONS AND IMPLICATIONS FOR FUTURE EVALUATION

The availability of participant--specific CCIP data will make it possible to track the progress of individual participants with alcohol and other drug problems through JTHDP service delivery systems, addressing both service receipt and outcomes. Analysis of the data on the alcohol and other drug abuse homeless participants and comparisons with the overall homeless participant group should shed further light on the degree to which the JTHDP is meeting the needs of alcohol and other drug abusers and provide some insights into the kinds of changes that may be necessary to upgrade services to them.[1]

However, the information that has already been reported by the JTHDP projects makes it clear that the need for alcohol and other drug abuse counseling and treatment efforts far outweighs the ability of JTHDP projects with limited budgets to provide them. Moreover, it appears as if problems in capacity and coordination are limiting the ability of JTHDP projects to make successful referrals to agencies that specialize in this kind of treatment.

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[1] Similar analyses should also be carried out for other JTHDP target groups such as homeless people who are chronically mentally ill and mothers with young children.

APPENDIX A: FY 1988 JTHDP PROJECTS

Appendix A
FY 1988 JTHDP Projects

Project Organization	City/State	Area Served	Amount of Grant
Pima County Community Services Department	Tucson, AZ	Pima County, AZ	$300,364
Center for Independent Living	Berkeley, CA	Alameda County, CA	$449,059
City of Richmond, Private Industry Council	Richmond, CA	West Contra Costa County, CA	$290,000
Step Up On Second Street, Inc.	Santa Monica, CA	Santa Monica and Westside Los Angeles County, CA	$220,644
North Coast Opportunities, Inc.	Ukiah, CA	Lake and Mendocino Counties, CA	$181,712
Denver Department of Social Services	Denver, CO	Denver, CO	$298,637
Delaware Division of Alcohol and Drug Abuse	Newark, DE	New Castle County, DE	$408,000
ARCH Training Center, Inc.	Washington, DC	Washington, DC	$249,987
Broward Employment and Training Administration	Fort Lauderdale, FL	Broward County, FL	$277,635
Elgin Community College	Elgin, IL	Kane County, IL	$150,000
Rock River Training Corporation	Rockford, IL	Rockford, IL	$ 30,344
Illinois Department of Public Aid	Springfield, IL	Chicago, IL	$690,900
Land of Lincoln Goodwill Industries, Inc.	Springfield, IL	Springfield, IL	$ 29,107
Hoosier Valley Economic Opportunity Corp.	Jeffersonville, IN	Fourteen counties in Southern Indiana	$216,000
Jefferson County Public Schools	Louisville, KY	Jefferson County, KY	$279,398
Tribal Governors, Inc.	Orono, ME	State of Maine	$ 68,315
Boston Indian Council, Inc.*	Boston, MA	Boston, MA	$100,000
Massachusetts Career Development Institute	Springfield, MA	Springfield, MA	$140,051
City of St. Paul, Job Creation and Training Section	St. Paul, MN	St. Paul, MN	$661,705
Independence Center	St. Louis, MO	St. Louis, MO	$252,362
Corporation for Employment and Training, Inc.	Jersey City, NJ	Jersey City, NJ	$231,409
St. Martin's Hospitality Center	Albuquerque, NM	Albuquerque, NM	$152,764
Suffolk County Department of Labor	Hauppauge, NY	Suffolk County, NY	$300,000
Nassau Children's House, Inc.	Mineola, NY	Nassau and Suffolk Counties, NY	$ 30,000
City of Syracuse, Office of Development	Syracuse, NY	Syracuse, NY	$ 90,000
Wake County Job Training Office	Raleigh, NC	Wake County, NC	$116,815
Cuyahoga County Department of Development	Cleveland, OH	Cuyahoga County, OH	$156,609
Toledo Area Private Industry Council	Toledo, OH	Toledo Area	$278,484
Community Action Commission of Fayette County	Washington Ct. House, OH	Fayette County, OH	$ 37,500
Charleston County Employment and Training	Charleston, SC	Charleston County, SC	$124,051
Austin/Travis County Private Industry Council	Austin, TX	Austin/Travis County, TX	$245,104
Fairfax County Department of Social Services	Fairfax, VA	Fairfax County, VA	$ 74,898
Seattle-King County Private Industry Council	Seattle, WA	Seattle/King County, WA	$527,156

* Did Not Implement Project

APPENDIX B: SYNOPSES OF HOMELESS JOB TRAINING DEMONSTRATION PROJECTS

SYNOPSES OF
HOMELESS JOB TRAINING
DEMONSTRATION PROJECTS

U.S. DEPARTMENT OF LABOR

DIVISION OF PERFORMANCE MANAGEMENT AND EVALUATION

OFFICE OF STRATEGIC PLANNING
AND POLICY DEVELOPMENT

JANUARY 1989

JOB TRAINING FOR THE HOMELESS DEMONSTRATION PROGRAM

In July 1987, the Stewart B. McKinney Homeless Assistance Act became law. As part of the McKinney Act's comprehensive approach to addressing problems of the homeless, Section 731 authorizes the Secretary of Labor to award grants for job training demonstration projects for homeless individuals.

The Department's demonstration program has been designed to be highly responsive to the intent of the McKinney Act. Its overall purpose is to provide information and direction for the future of job training programs for homeless Americans. The focus is on knowledge building to inform national policy, program content, and system development.

Its supporting goals are:

-- To gain information on how to provide effective employment and training services to homeless individuals; and

-- To learn how States, local public agencies, private nonprofit organizations, and private businesses can develop effective systems of coordination to address the causes of homelessness and meet the needs of the homeless.

The one-year grants are to demonstrate innovative and replicable approaches to providing job training to the homeless population. Recognizing the diversity of subgroups within the population, the demonstration program as a whole includes the full spectrum of homeless people. Some grants are, however, for projects that emphasize assistance to one or more subgroups within the homeless population. These include the chronically mentally ill, substance abusers, families with children, single men, single women and homeless youth.

Each grantee must provide coordination, outreach, assessment and job training activities. Four training elements that are especially important to the homeless population for placement and retention in stable jobs are skills training, on-the-job training, work experience, and followup services.

The grantees will conduct individual project evaluations and will participate in a national evaluation, to be managed by the Employment and Training Administration, across all grantee projects. The Secretary must prepare a final report of these evaluations to the President, to the Congress and to the Interagency Council on the Homeless (a Federal coordinating group established by the McKinney Act) no later than April 1, 1990.

Following is a list of thirty-three (33) fundable grants.

For more information about this program, contact:

John Heinberg, Director
Homeless Job Training Program
OSPPD, Rm. N5629 FPB
Employment and Training Administration
200 Constitution Ave.
Washington, D.C. 20210
(202) 535-0682

PIMA COUNTY COMMUNITY SERVICES DEPARTMENT

Pima County Re-entry Center

Henry Atha, Director
Re-entry Program
150 W. Congress, 4th Floor
Health and Welfare Building
Tucson, AZ 85701
(602) 792-8688

Project Description

The Pima County Re-entry Center will expand existing services to ensure that more comprehensive service options are provided to assist the homeless of Pima County in securing employment. The Center utilizes a structured, flexible and intensive case management approach to its employment services. These services include: supportive resources, job counseling, and supervised job search activities. The project will expand in the following ways: the case management staff will be doubled to permit more manageable workloads and allow for more client interaction, the duration of employability skills training will be extended from 37.5 hours to 70 hours; 40 long term on-the-job training positions and 20 skills training positions will be provided, and long term retention in the form of an aftercare component for 100 direct placement clients will be provided. These new tasks will be implemented in conjunction with the Travelers Aid Society of Tucson and with the support of several other community agencies.

Population Served and Expected Outcomes

The Pima County Re-entry Center will serve any homeless persons who are willing and able to work. Prior treatment is required for the mentally ill and the chemically dependent. The program will enroll 300 homeless individuals into assessment and employability skills instruction. Upon completion of this phase, 40 participants will be enrolled in on-the-job training and 20 enrolled in classroom vocational skills training in occupations that offer opportunity for career advancement and that are in demand in the local labor market. The remaining 240 participants will continue in job search activity. The project will place 202 participants in unsubsidized employment for at least 20 days at 30 hours per week with an average wage of $4.50 per hour. In addition, there will be 202 homeless individuals placed in transitional or permanent housing.

Evaluation Design

The project will use the automated JTPA management information system (MIS) of the Community Services Department to track and report project outcomes. Enrollment, completion, placement and retention data will be generated by the Re-entry staff and submitted to the JTPA MIS Section for data entry. The evaluation will analyze the performance measures planned compared to the actual performance and provide a narrative report.

CENTER FOR INDEPENDENT LIVING

Jobs for the Homeless Consortium

Michael Daniels, Coordinator for Jobs for the Homeless
Center for Independent Living
2359 Telegraph Avenue
Berkeley, CA 94704
(415) 841-4776

Project Description

The consortium includes the Center for Independent Living (CIL), the Berkeley-Oakland Support Services Agency, the Oakland Private Industry Council (OPIC) and the Veterans Assistance Center. They will also coordinate with a number of other support groups for the homeless in Alameda County. The consortium will be managed by a coordinator. The consortium approach will provide for the entire range of services homeless persons need to stabilize their basic needs and to begin their job search. Services include the provision of transitional or permanent housing, transportation, child care, medical care, and food and clothing. Using a case management approach, the Jobs for the Homeless Consortium (JFHC) will provide pre-employment, employment, and post-employment services for the homeless population. The project will include six steps: 1) outreach to the unemployed homeless and to employers who need employees; 2) assessment for job readiness; 3) ongoing job preparation workshops and individual counseling sessions (homeless individuals will be recommended to the OPIC for specific skills training or placement in educational or vocational classes--training periods will average 3 months); 4) pre-placement activities, including job search workshops and job listings, with constant oversight by case managers; 5) one-on-one support by the case manager, including familiarity and contact with the employer for those employed; and 6) evaluation.

Population Served and Expected Outcomes

There will be 2,000 homeless persons assessed for placement in JFHC activities and 750 will enroll in at least one activity, with 300 attending workshops, counseling and support sessions, 50 people receiving vocational skills or classroom training through the OPIC (with a minimum of 30 completions), and 250 receiving job search assistance. About 150 people will be placed in unsubsidized employment at an average wage of $5.75 an hour, and 120 people will be gainfully employed after 13 weeks. One hundred people will attain transitional or permanent housing.

Evaluation Design

Quarterly progress reports will be delivered. Preliminary and final evaluations of the program will also be delivered. They will include the number of homeless placed in jobs, the average length of training, the average training cost, and the average retention rate of placements after 13 weeks. The consortium will analyze its program as a national model and indicate how the program can be replicated.

RICHMOND PRIVATE INDUSTRY COUNCIL

Employment and Training Services for the Homeless

Marvin Wills, Employment and Training Director
Richmond Private Industry Council
330 25th Street
Richmond, CA 94804
(415) 620-6585

Project Description

The Richmond Private Industry Council (PIC) will expand and augment current employment and training services, targeting homeless individuals primarily within West Contra Costa County. The project design emphasizes pre-employment preparation, work maturity and linkage of all training to literacy and remedial services. The project will utilize a case management approach. Case managers will provide outreach, assessment and referral to appropriate services, job counseling, advocacy, and follow-up. The project will outstation staff at emergency shelters and will coordinate services with emergency providers of rental and food assistance. The PIC will subcontract for many services with a community-based organization, Rubicon Programs, Inc., currently providing specialized services to the disabled and hard to serve.

Population Served and Expected Outcomes

Services will be provided to all homeless individuals, 14 years of age and older. Those subpopulations identified as comprising a high percentage of the homeless, such as those considered mentally ill, will be specifically targeted by this project. The project will: provide outreach to over 250 individuals, provide assessment and job counseling to 150, enroll at least 85 in pre-employment activities, enroll 65 in job skills training, and place 50 homeless into unsubsidized employment for 13 weeks or more. Follow-up services will be provided for at least six months after program completion. The intent of this project is to determine the best method in which the employment needs of the homeless can be integrated into the current service delivery system.

Evaluation Design

The evaluation will use the City of Richmond's management information system to track the numbers of individuals served in all activities and provide demographic information (e.g., age, sex, family status, economic status). Quarterly enrollment summaries will be provided. These summaries will contain information on the training status of all enrollees, average length of training time, all terminations including entry into unsubsidized employment, and wage gain information. Youth employability enhancements will be tracked for homeless youth.

STEP UP ON SECOND

Project Change

Susan Dempsay, Executive Director
1328 Second Street
Santa Monica, CA 90401
(213) 393-6166

Project Description

Step Up on Second will provide a comprehensive vocational re-entry program, called Project Change, for homeless mentally ill persons in Santa Monica and the Westside of Los Angeles County. Project Change will provide training, monitor progress and provide support as each participant acquires or rebuilds their employable skills and work habits. The project will include such services as intake, assessment, job-readiness activities, placement, support, and evaluation. Additional project components include disability management and substance abuse education and counseling. Concurrently, an Individual Vocational Plan (IVP) will be designed to meet the client's goals. Transitional Employment Placements (TEP) in the private sector will allow participants to acquire and rebuild work skills and minimize such employment barriers as fear of failure, rejection, and inability to work outside a protective environment. Job counseling, clinical intervention, monitoring and job support groups will help clients maintain employment.

Population Served and Expected Outcomes

Project Change will serve homeless mentally ill persons in the Santa Monica/Westside area. The project will identify, intake and process 400 individuals, 120 of which will enter Level I and have an individualized treatment plan. At least 90 participants will complete the prevocational training phase and transition into placement. At least 60 participants will maintain their placement with long term continued support, and the same number will master acceptable levels of hygiene, grooming and clothing maintenance appropriate to their individual worksite. At least 60 participants will receive long-term case management support for the duration of their job. Such activities will include job counseling, support groups and any necessary interventions.

Evaluation Design

The evaluation will contain the total number of homeless mentally ill served, with a breakdown by ethnicity, disabilities, eligibility for benefits, education, and previous work experience. The number of mentally ill homeless individuals placed in jobs will also be broken down by these demographic categories. The average length of training time and cost will be determined. The average retention rate of placement for participants after training, with a breakdown as to total number of interventions and follow-up, and the resources used to aid job retention will also be included in the final evaluation.

NORTH COAST OPPORTUNITIES

Bright Center Homeless Project

Mary Tyler Browne, Project Director
North Coast Opportunities, Inc.
413-A North State Street
Ukiah, CA 95482
(707) 462-1954

Project Description

The project will involve an expansion of North Coast Opportunities'(NCO) Bright Center, an employment counseling/training program serving AFDC recipients in Mendocino County. The project will provide direct training and case-management support, combined with referral to and assistance in accessing services and employment. Components of the project include: outreach to shelters and cross referral with other JTPA providers; assessment for pre-employment and employment needs, pre-employment counseling/job-readiness training, referral to training for basic and vocational skills, on-site computer training, community work experience, job development, job search assistance and placement, support services, and employment maintenance and follow-up.

Population Served and Expected Outcomes

The Bright Center Homeless Project will serve homeless adults, including individuals, families with children, chronically mentally ill adults, veterans, and disabled and handicapped homeless adults from throughout Lake and Mendocino Counties. A minimum of 160 homeless individuals will be referred to the project and assessed for employment and training needs. Of these, 70-110 homeless individuals will enroll in the program, 15-30 will receive basic skills training, 35-45 will receive vocational skills training, 30-50 will be placed in employment, and 30-50 will maintain employment for 13 weeks. In addition, the program will provide information about innovative approaches and methods of service delivery in a rural area, and provide a model for coordinating these services with other State and Federally funded programs for the homeless.

Evaluation Design

Evaluation activities will be conducted at three levels: 1) the Director will be responsible for the management of the evaluation process, including monitoring of ongoing data collection and analysis; 2) an evaluation consultant will design the evaluation at the local level, train staff data collection and program documentation, analyze program results and compliance with program specifications, and prepare the reports; and 3) the project Secretary/Data Clerk will collect and enter all data and evaluative information and provide this information to the consultant and to the Director. The program will be evaluated locally for success in achievement of program goals and outcomes, and for cost-effectiveness.

DENVER DEPARTMENT OF SOCIAL SERVICES

Addressing Barriers to Permanent Employment for the Homeless

Charles Sauro, Homeless Program Coordinator
Denver Department of Social Services
2200 West Alameda Avenue
Denver, CO 80223
(309) 936-3666

Project Description

This project is directed toward developing a comprehensive approach to removing persons from homelessness. Project coordination will include the commitment of the Denver Private Industry Council and its administrative entity Denver Employment and Training Administration (DETA) and more than 15 other agencies and their affiliated service providers. Outreach will target individuals on the street, those currently using services of agencies for the homeless, and individuals who are "disruptive" and tend to complicate services to others. A "Drop In" Center will provide vocational evaluation, referrals to temporary jobs, and assistance to access benefits and entitlements. When assessment results show a standard similar to other JTPA clients, clients will be referred directly to DETA or its vendors. This will promote the provision of the full array of services through shared costs. Special emphasis will be placed on assuring a smooth transition from shelter, to transitional, to permanent housing for those in training. Case-manager aides will assure individual attention to each participant and provide continuity in following a client through all project services.

Population Served and Expected Outcomes

The total number of individuals who will be served cannot be accurately estimated. A minimum of 1,000 people are expected to be contacted. About 125 individuals will achieve some entitlements or other services which will enable them to leave the shelters. About 250 adults will choose to participate in the assessment or employment-preparation components of this project. The minimum number of participants who will move from a state of homelessness to unsubsidized employment and a permanent residence which they can afford will be 112 (54% placed). In addition an estimated 100 more family members will be in such units. For those in training, the average length of stay will be 23 weeks, with 75% expected to retain employment. The total reduction in homelessness will be 340 individuals, about 11% of the homeless people in Denver.

Evaluation Design

A data base will be maintained to provide a more comprehensive look at selected individuals including service interventions and the time between such interventions. Monthly reviews will include the numbers of new cases and of old cases becoming inactive. Reporting requirements will include monthly financial reports of expenditures, quarterly program reports, and preliminary and final evaluation reports.

ARCH TRAINING CENTER

Job Training for the Homeless

Soyini Ahmad, Executive Director
ARCH Training Center, Inc.
2427 Martin Luther King Avenue, S.E.
Washington, D.C. 20020
(202) 889-6344

Project Description

The ARCH Training Center will provide a comprehensive service model, based on the principles of case management, to serve homeless individuals in the D.C. area. Through expansion of services, ARCH will work with the D.C. PIC and members of the Association of Homeless Services Providers to meet the employment needs of the homeless. ARCH will provide outreach services to shelters, hotels, feeding centers and other locations. ARCH will conduct medical, social, educational and vocational assessment for homeless participants. Based on the assessments, ARCH will create an Individual Service, Training, and Employability Plan. Pre-training needs that must be met before job training will be identified by the ARCH case manager and fulfilled in conjunction with appropriate support service providers. The D.C. PIC will coordinate job-readiness training and placement with selected vendors. Post placement services (i.e., counseling, crisis intervention and advocacy) will be provided through the ARCH Training Center. Additional services provided for the homeless through the project include: psychological assessments and care, coordination with court and probation officials, financial counseling, substance abuse services, emergency and transitional housing, transportation, and day care.

Population Served and Expected Outcomes

ARCH Training Center will serve homeless individuals in the D.C. area but will primarily target families and single mothers. ARCH and the D.C. PIC will recruit as many persons as necessary to fill 60 training slots and will sustain 85% of enrollees in training through graduation. Ninety five percent of graduates will find training-related employment, and 90% will maintain employment for at least 13 weeks.

Evaluation Design

ARCH and the D.C. PIC both have established internal evaluation programs for measuring the success of their efforts. In this project, the PIC will monitor the following internal evaluation activities: efficiency of the process, meeting benchmarks, client demographics, apparent success factors, and the attainment of outcome measures.

DELAWARE DEPARTMENT OF HEALTH AND SOCIAL SERVICES

Model Job Training and Employment Program

Neil Meisler, Director
Division of Alcoholism, Drug Abuse and Mental Health
1901 N. Dupont Highway
New Castle, DE 19720
(302) 421-6101

Project Description

The Delaware Department of Health and Social Services, Division of Alcoholism, Drug Abuse and Mental Health (DADAMH) will utilize a case management team model as the framework for providing effective social support, job training, and employment services for the homeless in New Castle County, particularly in the City of Wilmington. The program will take a comprehensive approach to addressing the needs of the homeless from identification through the end of the retention-in-employment period and beyond. Services will be provided through a team of case managers supplied by a private agency under contract with DADAMH. Case managers will provide services either directly or through referral to local agencies. The case management team will serve targeted homeless persons in the following ways: 1) outreach; 2) attention to health, housing, economic and social service needs; 3) educational and job training services; 4) job placement; and 5) intensive support throughout the project to prevent relapse into homelessness. Upon successful completion of the project, single mothers will receive ongoing service from appropriate existing programs, and mentally ill individuals will receive services from community mental health programs funded or operated by DADAMH.

Population Served and Expected Outcomes

This project will target two subgroups of the homeless, single mothers and persons with mental illness. An estimated 350 homeless persons will be screened by the project. Two hundred will receive immediate assistance and be transferred to existing community services. A total of 150 homeless persons (100 single mothers and 50 mentally ill individuals) will receive ongoing assistance in housing, physical health, mental health, pre-employment training and employment services. It is estimated that 100 will complete the training, 75 will be placed in a job, and 60 will complete at least 13 weeks of successful employment.

Evaluation Design

Matrix Research Institute (MRI) will conduct the evaluation of the project. The characteristics of homeless served, services provided, cost indices, client performance, effective service combinations, and team approach effectiveness will all be evaluated in an ongoing process.

BROWARD EMPLOYMENT AND TRAINING ADMINISTRATION

Coordinated Demonstration Project

Mason C. Jackson, Executive Director
Broward Employment and Training Administration
330 North Andrews Avenue
Fort Lauderdale, FL 33301
(305) 765-4545

Project Description

Broward Employment and Training Administration (BETA) will promote self-sufficiency for the homeless by providing comprehensive training and employment services. A coordinated case management system will establish a network to negotiate necessary social services and support services such as child care and transportation, while attempting to stabilize housing needs. BETA will coordinate with a number of agencies in Broward County currently providing emergency food and shelter for the homeless. An Outreach Specialist who has prior experience in working with homeless individuals will be hired to coordinate outreach. The Outreach Specialists will screen applicants, determine eligibility, give preliminary assessment of training and employment needs, and schedule and teach pre-employment workshops at the shelter. Intake services will be provided at Career Centers, strategically located in three areas of the county. A pre-employment program and supportive counseling, provided by employment counselors, will be available to each participant. Under financial agreements with BETA, various trade, technical and vocational school sites offer training for specific vocations. Each participant will be placed in a job-specific training program based on his/her abilities and expressed career interests. All occupational areas for training will be in high demand in the local labor market. Training will average eight weeks.

Population Served and Expected Outcomes

The Coordinated Demonstration Project will serve 150 participants and enroll 113 in training. The number of project participants entering unsubsidized employment will be 96, with 77 being retained on the job 30 days, 62 for 60 days, and 50 participants retaining employment for 90 days. Average wage at placement will be $5.00 per hour.

Evaluation Design

The evaluation will be conducted by BETA's Director of Program Research and Development. BETA will use its management information system for the collection, storage, and analysis of project data.

ELGIN COMMUNITY COLLEGE

Fox Valley Consortium for Job Training
and Placement of the Homeless

Cynthia Moehrlin, Project Director
Elgin Community College
1700 Spartan Drive
Elgin, IL 60123
(312) 888-7847

Project Description

In order to facilitate the homeless in their efforts to become economically independent, Elgin Community College Alternatives Program will establish the Fox Valley Consortium for Job Training and Placement of the Homeless. An effective, holistic case management approach to vocational training and job placement will be utilized. A consortium of local agencies will provide various components of the project, including: recruitment, intake and assessment; intensive workshops addressing career direction and job hunting skills; development of an Employability Development Plan and a typed resume, vocational training programs; support services; job placement; permanent housing; and retention and job survival facilitated by active follow-up. Services for homeless youth (ages 14 - 21) will be provided and active referral to the Youth Training Program will occur.

Population Served and Expected Outcomes

Eligible participants will include the full spectrum of homeless people, age 14 years or older. The Fox Valley Consortium will serve at least 150 homeless women, 50 homeless men, and 50 limited English proficient homeless Hispanics. A measurable, concrete reduction of the problem of homelessness will result from the activities proposed by the Fox Valley Consortium. A total of 250 homeless persons will be enrolled in the project, and 150 participants will complete the Occupational Decision Making/Job Skills Seminars. The project will assist 115 in enrollment for short-term vocational training programs. Ninety-two participants will complete training in Basic Skills, ESL or Vocational areas. At least 125 participants will be placed into permanent, full-time, unsubsidized employment with job placement confirmation after 13 weeks.

Evaluation Design

Evaluation will be done by participants, Consortium members and staff members with results tabulated and distributed by the Director. Evaluation data includes: number served, number placed in jobs, average training time, average training cost, average retention rate of job placement, and number of homeless individuals placed in transitional or permanent housing outside of shelters.

ROCK RIVER TRAINING CORPORATION

Bridges Program

Coleen K. Williams, Executive Director
Rock River Training Corporation
2222 East State Street
Rockford, IL 61104
(815) 229-2770

Project Description

Rock River Training Corporation (RRTC) will employ a "Bridges coordinator" who will work with program participants who have been pre-screened by referral organizations in two ways: 1) to identify the RRTC JTPA funded training program that are most appropriate to their needs; and 2) to provide, through the existing homeless network and RRTC, the necessary supportive services to enable homeless participants to enter and remain in training. All RRTC JTPA funded programs will be available to Bridges participants. The Bridges coordinator will screen and assess potential participants and will continue to work closely with the participants throughout their training and their first thirteen weeks in unsubsidized employment.

Population Served and Expected Outcomes

The Bridges program will enroll 20 homeless people with the minimum goal of having 10 complete training, enter unsubsidized employment, and still be working 13 weeks later. Other performance measures include: number completing training (14), number placed in jobs (13), average wage at placement (minimum of $4.75 per hour), number obtaining unsubsidized shelter before or upon entering employment (13), and number completely self-sufficient after 13 weeks on the job (10 minimum).

Evaluation Design

The Bridges coordinator will be responsible for collection of information concerning performance measures, the amount of time the coordinator spends working with each participant, the number of homeless people pre-screened and referred, a breakdown of the RRTC training programs that participants entered, and the average length of "pre-training" the Bridges coordinator gave participants before enrollment in an RRTC training program. The evaluation will include a narrative regarding the program's strengths, ways to improve the program, cooperation received from the network of agencies serving the homeless, an assessment of the program design, and recommendations for continuing the program.

ILLINOIS DEPARTMENT OF PUBLIC AID

Project Opportunity

Robert P. Clark, Chief
Prescott Bloom Building
201 South Grand Avenue East
Springfield, IL 62763-0001
(217) 782-0901

Project Description

Illinois Department of Public Aid (IDPA), in partnership with Travelers & Immigrants Aid (TIA), and in coordination with all key agencies for employment and the homeless, will operate Project Opportunity demonstration project for the homeless in the City of Chicago. The project will provide: 1) coordination and outreach activities, 2) in-shelter outreach and assessment, 3) pre-employment services, 4) job training, and 5) comprehensive support services. Each client will be assigned to a case manager who will coordinate all client services and movement within the project. A total assessment will be completed and an employment plan wil be negotiated. Assignments to necessary services will be made to ensure that the client is ready for employment. Clients who cannot benefit from the project will be referred to alternative programs. An extensive public information campaign will be conducted to achieve referrals of homeless people into the project. The project will be coordinated by a special steering committee that will advise the IDPA and the TIA. The steering committee will meet regularly with the Project Officer and the Project Director. It will promote interagency coordination, publicize project services to facilitate referrals, provide technical assistance on labor market trends, and solicit support from the business community.

Population Served and Expected Outcomes

Five hundred potential clients will be screened, with 300 admitted into job preparation training. About 150 clients will achieve full-time, unsubsidized employment and less than 150 clients will maintain employment for 13 weeks. A permanent city-wide referral employment service for the homeless will also be created.

Evaluation Design

The project will be measured quantitatively against expected outcomes. The project will measure important support performance indicators, including the number of homeless approved for public assistance, placed in transitional or permanent housing, and receiving specialized support services. The project evaluation will be conducted by an independent evaluator. The contractor will assist in the creation and maintenance of a client tracking system to collect required data. The evaluator will produce evaluation reports to aggregate client outcome data on a monthly and quarterly basis and will also assist in the national evaluation.

LAND OF LINCOLN GOODWILL INDUSTRIES

Goodwill Industries Job Training for the Homeless

Larry Hupp, Executive Director
800 North 10th Street
Springfield, IL 62702
(217) 789-0400

Project Description

Goodwill Industries will provide a program that includes life status and vocational assessment, supportive services referral, job seeking/job retention and classroom vocational training, job coaching and/or on-the-job training, placement assistance, and follow-up for 20 homeless persons. The goals of the life status and vocational assessment services of this project will be to identify supportive services needed, assess the educational and vocational skill level of each participant, determine suitable employment objectives, and develop individual vocational and placement plans to facilitate competitive employment. Goals of the job seeking/job retention and classroom vocational skills training are to allow participants the opportunity to explore specific vocational areas, develop realistic occupational objectives and learn effective job search and job maintenance techniques.

Population Served and Expected Outcomes

Goodwill Industries Job Training for the Homeless project will serve 20 homeless persons. Sixteen participants will successfully complete the program, and 13 participants will be placed in competitive community employment for at least 13 weeks. Specific information relative to the homeless participants' situation will be obtained to enable the project to provide effective linkage with other service agencies when possible and to identify needed but unavailable services.

Evaluation Design

The Goodwill Industries of America Program Evaluation System will be utilized to monitor program performance. Information pertaining to the number of homeless persons served, number of homeless persons placed in competitive employment, length of training time from program entry point to employment, retention rate of homeless individuals placed in competitive employment, and average training cost will be collected and monitored.

HOOSIER VALLEY ECONOMIC OPPORTUNITY CORPORATION

Moving Homeless Families and Individuals Out of Poverty

Jerry L. Stephenson, Executive Director
Hoosier Valley Economic Opportunity Corporation
510 Spring Street
Jeffersonville, IN 47131
(812) 288-6451

Project Description
Hoosier Valley Economic Opportunity Corporation (HVEOC) will expand its existing case management system to assist homeless individuals in overcoming multiple barriers to becoming employed. The project will place special emphasis on self-esteem and self-image building and will use counseling and community networking as two important tools in achieving employment for the homeless. An assigned case manager will develop a plan with the homeless family or individual, identifying ways to overcome barriers to becoming self-sufficient and emphasizing employment as a key factor to success. HVEOC has the ability to coordinate the following services to the homeless: emergency services of bed and board, personal advocacy through the case management system, coordination with the local JTPA services, and networking with other local human service agencies and private business through the local Private Industry Council. Basic education, job search and employment skill services will help homeless participants obtain unsubsidized employment.

Population Served and Expected Outcomes
The Moving Homeless Families and Individuals Out of Poverty project will serve 100 homeless families and individuals in 14 counties in Southern Indiana. Of these, 72 individuals will obtain employment and 36 will retain employment for 13 weeks. Twenty-eight additional homeless families or individuals will move into affordable housing. Through this project, HVEOC will develop a replicable national model for "Self-Sufficiency Planning for the Homeless," and HVEOC will prepare to serve as a national training site to assist other areas to replicate the project.

Evaluation Design
Operational data will be gathered as the project progresses and will be forwarded to the project evaluator for report preparation. All evaluations and reports will include data identifying individual performance and outcomes. Evaluation of any efforts which succeed or fail to achieve the goals of the project will also be included.

JEFFERSON COUNTY PUBLIC SCHOOLS

Project WORTH: Work Opportunity Readiness for the Homeless

Jeannie Heatherly, Coordinator of Special Projects
Jefferson County Public Schools
Department of Adult and Continuing Education
4409 Preston Highway
Louisville, KY 40213
(502) 456-3400

Project Description

The Jefferson County Public Schools (JCPS) Adult Education staff will employ project managers and teachers to facilitate employment for homeless adults in Louisville shelters by providing three training components. These components are: 1) instruction in basic living skills so they can become more stable and productive human beings and future employees, 2) academic upgrade instruction necessary to initially obtain employment, and 3) vocational skill training necessary to retain employment in the local job market. A case management approach will be used to follow a client through all project services. The project will provide an educational assessment to determine the academic/educational levels of the applicants. Individuals lacking literacy skills will receive more extensive instruction before participating in vocational skills training classes and job placement. Individuals testing at or above the 8.5 grade level will be eligible for the full array of services the project offers. Project services include: adult basic education, GED preparation, basic living skills, vocational skill training, job placement, and comprehensive vocational assessments. Project participants can choose to take part in one of four vocational skills training classes: the clerical cluster, small engine mechanics, construction technology, or commercial sewing and reupholstery.

Population Served and Expected Outcomes

About 150 homeless people will be referred for project services, with 75 participants receiving basic living skills training, 75 receiving adult basic education instruction, 35 enrolled in GED preparation, and 75 receiving vocational training. Expected outcomes include 20 receiving their GED, 35 gaining at least two grade equivalency levels on the Test of Adult Basic Education, 23 placed in jobs, and 13 of these retaining jobs for 13 weeks.

Evaluation Design

Evaluation activities designed specifically for the project include both formative and summative components. The formative component includes all of the data/reports collected during the year as project activities unfold. The summative component includes the preliminary and final outcomes, including quantifiable data pertaining to expected outcomes. The Project Director will be responsible for the preliminary and final evaluation reports. The project staff will also cooperate in the national evaluation.

BOSTON INDIAN COUNCIL

Job Training for the Homeless

Jim L. Sam
Executive Director
Boston Indian Council, Inc.
105 South Huntington Avenue
Jamaica Plain, MA 02130
(617) 232-0343

Project Description

The Boston Indian Council will provide a program model which will encourage stability and personal skill development and confront the particular cultural, cognitive, and linguistic needs of homeless American Indians in Boston. The program will focus on these sets of activities: 1) capacity building with existing staff through extensive training and cross training; 2) creation of model units of instruction for teaching critical thinking, decision making and urban survival skills; and 3) creation of a strong assessment component. Participants will receive preliminary assessment and emergency services before entering the job training and placement phase. The comprehensive service delivery system will address health, social service, education, employment and training issues.

Population Served and Expected Outcomes

The Boston Indian Council will serve American Indian men, women and youth in the Boston area. The project will result in an increased capacity of the organization to serve homeless individuals as well as early intervention to prevent periods of homelessness in the American Indian population. Further, there will be a decrease of homelessness in the target population relative to the increase of decrease in total numbers of Indians arriving in the city. Interim measures of project success will include: skills gained in literacy; skills gained in specially devised critical thinking and urban survival training; numbers of completions of instructional and training programs; units of outreach service provided; units of emergency food, shelter and counseling provided; and numbers of referrals and placements.

Evaluation Design

Project evaluation will be conducted both internally and externally by an independent evaluator. Unique evaluation activities will include a critical review of manuals and materials produced for: cultural accountability, responsiveness to identified needs of the target client group, and methodology consistent with identified cognitive processing patterns of Indian learners. Project data will be analyzed and used after the end of the project for training new staff and/or providing services.

MASSACHUSETTS CAREER DEVELOPMENT INSTITUTE

Job Training for the Homeless

Anthony M. Mole, Administrator
Massachusetts Career Development Institute
140 Wilbraham Avenue
Springfield, MA 01109
(413) 781-5640

Project Description

The Massachusetts Career Development Institute (MCDI) Job Training for the Homeless project will provide on-site outreach, assessment, personal and career counseling, motivational workshops and initial pre-vocational services. These services, coupled with strong support services, will expand current pre-vocational and occupational training programs for homeless men and women in Springfield. This program will be coordinated through the Unified Shelter program operated by the Friends of the Homeless. Intake, information and data collection, social service coordination, referral, assessment, counseling, educational/literacy services, transportation, and motivational components will be provided by the Unified Shelter program. Job-ready homeless participants will be served by the DES Placement Unit, co-located at MCDI in Springfield. MCDI will provide pre-vocational, literacy, counseling, and motivational services while aiding the participant with occupational skills training, job development, job placement and follow-up. MCDI, through its various Private Sector Advisory Boards, has developed linkages throughout the private and public sectors in Hampden County. These established linkages will provide a unique and responsive service delivery system to project participants.

Population Served and Expected Outcomes

The MCDI project will serve homeless men and women from the city of Springfield. Fifty participants will be served through un-subsidized employment, and another 60% will be placed in employment with wage rates sufficient to ensure separation from subsidy and homelessness. Additional goals are to demonstrate a coordinated and effective method of providing literacy, basic education and skills training; and to develop new linkages within the social service delivery system.

Evaluation Design

The project will be monitored and evaluated as required. Reports will cover overall project strengths and weaknesses and provide on going recommendations for modification. All instructional, counseling and support staff will maintain accurate records of each participant's progress on a weekly basis and will submit and discuss these reports with the Program Coordinator bi-weekly. The final evaluation report will incorporate all data and information in order to demonstrate successful job training models for possible replication.

TRIBAL GOVERNORS

Job Training for Homeless/Jobless Native Americans

Denise M. Mitchell, Executive Director
Tribal Governors, Inc.
93 Main Street
Orono, ME 04473
(207) 866-5526

Project Description

Tribal Governors, Inc. (TGI) will seek to make homeless Native Americans in Maine self-supporting. Each Tribe will maintain a census from which TGI will identify the homeless. Using a case management approach, on-site case workers will visit and recruit prospective homeless participants. Intake interviews will determine the characteristics and service needs of each program entrant. Job training facilities will be provided by the Tribes economic development programs for on-the-job training. In addition, outside firms which have participated in previous training programs will be contacted for available job training positions. Upon signing a statement that the positions offered will result in permanent employment, TGI will develop a computerized inventory of job training options and schedules which can be matched with skill profiles of program participants. Tribal social service offices will provide social support, including detoxification and literacy training.

Population Served and Expected Outcomes

The total number of Tribal homeless within Maine is estimated at 365. The participation target is 75% of this population. TGI does not forecast specific achievement standards for this project, but does display its program year 1986 JTPA results of a 65% entered employment rate, 86% positive termination rate, and an average cost per positive termination of $2,633. TGI will take its current accomplishments as its most optimistic goal as the homeless population to be targeted has layers of additional problems.

Evaluation Design

Participants will meet weekly with case workers who will gather information on their responses to job taining, counseling and other social service delivery components. This information will be quantified, and along with demographic data, education/ training and performance indices, will make up the project data base. The University of Southern Maine will assist in data analysis. Copies of all case notes will be sent weekly to the program sociologist, who will provide feedback on the development of participants to TGI case workers and management to help service delivery become self correcting. TGI will submit an evaluation report by 7/1/89, and a final report will be delivered by the project expiration date.

CITY OF SAINT PAUL

Project "Self-Sufficiency"

Jacqui L. Shoholm, Program Manager
City of Saint Paul
Job Creation and Training Section
Community Development Division
Department of Planning and Economic Development
25 West 4th Street
Saint Paul, MN 55102
(612) 228-3256

Project Description

Project "Self-Sufficiency" was developed through the collaboration of the St. Paul JTPA program, the Self-Potential Resource Center, and two homeless shelters in the city -- the Dorothy Day Center of Catholic Charities and the St. Paul YWCA. The intent of this project is to enable homeless persons to become self-sufficient through stable employment and stable housing. The project will combine and enhance many available employment and training and support resources for the homeless in the City. Project services will include; assessment, housing stabilization, youth employment enhancement, basic education skills, transitional employment, vocational training, job development, post placement follow-up, and a mentor program. Major goals of the project are to break through participant isolation, foster support systems, and enable participants to function in an increasingly confident fashion.

Population Served and Expected Outcomes

"Self-Sufficiency" will serve homeless men, women and youth in the City of Saint Paul. The project will enroll 250 homeless persons in project activities, initiate the development of a self-sufficiency contract, and assist participants in acquiring or maintaining a stabilized housing situation while receiving project services. At least 62% of the participants will significantly improve their earning power either through job placement (125 persons), youth competency (22 persons), or other positive termination (8 persons). Further outcomes will include a solid linkage with service providers to establish a system of services and linkages with economic development to intervene in the crisis of lost housing units.

Evaluation Design

The Job Creation and Training Office and subcontracting agencies will provide evaluative project information, coordinated at the local and national levels. Activity and follow-up reports will specify client characteristics and the length and costs of service. Other measures will include: successful services, service gaps to be filled, and factors leading to successful independent living.

INDEPENDENCE CENTER

Job Training for the Homeless

Robert B. Harvey, Executive Director
Independence Center
4830 West Pine Blvd.
St. Louis, MO 63108
(314) 533-6511

Project Description

Independece Center, a psychiatric rehabilitation facility, has an established employment services system. This project will add an outreach and housing coordinator and educational specialist to the existing staff so participants will have better access to more supports for job placement and job development services. The U.S. Department of Labor (DOL) will help sponsor outreach and education efforts. A contributing agency's mobile outreach team, along with client referrals and visits to homeless shelters will advise potential clients of the project. Intensive case management services will be provided by contributing agency. Through coordination with other homeless agencies, members will have access to all of the Independence Center's employment services. Critical services which are stressed during the pre-placement phase of this project include: activities of daily living, medication supervision, assistance in budgeting, case management, psychiatric liaison, interpersonal skill building, coping techniques and social support. An employment office with an Employment Specialist is also available for job search, resume preparation, and acquiring interview skills. After an evaluation period, permanent housing is made available to qualified participants. Job placements are made in regular places of business with on-the-job training at competitive wages and include continuing close contact with the clients and employers.

Population Served and Expected Outcomes

The Independence Center will provide a minimum of 260 hours of specialized outreach to shelters, hospitals, and other gate-keeping locations where potential clients might be found. A minimum of 100 homeless mentally ill clients will receive project services. Seventy of these clients will be enrolled in pre-vocational day programs. A minimum of 26 clients will be placed in employment, and 19 will receive housing outside of the shelters.

Evaluation Design

The Independence Center will document individual outcomes and provide a preliminary evaluation of the results before the end of the first calendar year of project assistance. In addition, a narrative summary of project accomplishments will be submitted. The evaluation reports will be prepared in a style and content consistent with the national evaluation protocol.

CAPITAL AREA PRIVATE INDUSTRY COUNCIL

Job Training for the Homeless

Charles T. Trent, Director
Wake County Job Training Office
P.O. Box 550
Raleigh, NC 27602
(919) 755-6160

Project Description

The primary goal of the Capital Area PIC in general, and for homeless persons in particular, is to establish programs to prepare persons to obtain and retain permanent, unsubsidized employment. This project will be striving for an employment-oriented outcome, recognizing many interim steps may be needed along the way so that some of the homeless of Wake County will obtain and retain employment. This will be accomplished through a comprehensive approach under the auspices of the Capital Area PIC. The Job Training Specialists (counselors) are the key providers within the program's case management methodology. Emphasis will be placed on structuring counselors' work hours in a non-traditional manner to ensure contact with the homeless in the evening hours. Counselors will work with their clients not only to make job referrals and job placements but to transport the clients to appropriate agencies in order to assure that their individual problems are addressed. These advocates will follow the client from intake through at least thirteen weeks of job retention.

Population Served and Expected Outcomes

The primary target of this project will be homeless persons, twenty-one and over, in the Wake County area. The Job Training for the Homeless project has four major goals: 1) incorporation of the Wake County Job Training office into the existing network of services for the homeless; 2) coordination and cooperation of activities among social service agencies, community organizations, and the private sector; 3) attainment of specific placement of participants into employment; and 4) collection and evaluation of data to be used in development of the national policy on job training for the homeless. Placement objectives include: direct, documented case management of 35 homeless clients resulting in job placement for at least 28; job retention for 13 weeks by at least 20 persons; and documented contact and appropriate referral services to an additional 50 homeless persons.

Evaluation Design

In addition to direct client service, the project will provide a laboratory for learning about job training for the homeless. This element will focus on research, data collection, information sharing and publication of a final report. Project strengths and weaknesses will be ascertained and shared in determining successful models for job training for the homeless.

THE CORPORATION FOR EMPLOYMENT & TRAINING

Holistic Homeless Assistance Demonstration Project

Judith A. Martin, Assoc. Vice-Pres.
The Corporation for Employment & Training, Inc.
325 Palisade Avenue
Jersey City, NJ 07307
(201) 795-4545

Project Description

This project is a coordinated planning effort by the Jersey City SDA in cooperation with a number of local public assistance agencies and the Jersey City/Hudson County PIC to link local resources into a comprehensive service system for the unemployed homeless. The project will run two treatment tracks, though services can be concurrent to both groups. The "deinstitutionalized" group will have on-going psychiatric counseling and a more closely supervised and structured assistance environment than the "single adult" group. Outreach will include a computerized system on-line with the major soup kitchens and emergency shelters. Potential participants will also be recruited via community referrals. Project intake and initial assessment activities will be overseen by a Homeless Case Manager. Accepted applicants will be placed on the appropriate treatment track. Upon successful completion of a six week probationary period, each deinstitutionalized participant will enter a supervised work experience activity. Those participants demonstrating a need for educational training will be referred to a subcontracted literacy training program, prior to or in conjunction with on-the-job training. A job coach will be available for each project participant at the job site. For single adult participants, two job developers will assist project staff in providing employment references and on-site support for the on-the-job experience. Successful completion of all training will allow clients up to three attempts at retention in unsubsidized employment.

Population Served and Expected Outcomes

Ten clients will participate in the deinstitutionalized treatment group, with 7 clients retaining work experience for 13 weeks, at least 3 clients attaining job placement, and at least 2 of these retaining employment for 13 weeks. The "single adult" treatment group will have 75% of the original 20 clients placed after on-the-job-training and at least 60% of these will retain employment for 13 weeks. Twenty-five percent of the "single adult" group will be placed in unsubsidized employment with 60% retaining jobs for 13 weeks.

Evaluation Design

As part of the national evaluation, the comprehensive data effort will include all performance outcome information, other service treatments, individuals placed in transitional or permanent housing, those removed from general assistance, and follow-up on program dropouts. A detailed project outline, preliminary Evaluation Report and Final Evaluation Report will be submitted.

ST. MARTIN'S HOSPITALITY CENTER

Job Training Project

Gail Andrews, Administrator
St. Martin's Hospitality Center
P.O. Box 27258
Albuquerque, NM 87125
(505) 843-9406

Project Description

St. Martin's is Albuquerque's only multi-service day shelter for homeless people and provides the essential support services not available elsewhere for people seeking employment. The Job Training project will provide job education, training and counseling for unemployed homeless people, including those who are mentally ill and/or who have histories of substance abuse. There will be four major areas of activity facilitated through case management: 1) pre-employment training for the chronically mentally ill, substance abusers and others, coordinated by the Storehouse Job Readiness Program and a substance abuse/mental health case manager; 2) on-the-job training with placements handled by Alliance Job Services at St. Martin's Center; 3) classroom training or vocational training through Work Unlimited (local JTPA), or Technical Vocational Institute (TVI); and 4) direct placement for individuals ready for immediate entry into employment. The synergy created by combining these activities in a planned, concentrated manner will mean that more homeless people will be able to participate.

Population Served and Expected Outcomes

The objectives of the Job Training Project are to provide: assessment of an unemployed homeless person's job potential, pre-employment training and support, job training through on-the-job or classroom training, direct placement into a job, and follow-up support during the entire process as well as after employment. Sixty homeless individuals will participate in pre-employment training, 25 in on-the-job training, and 30 in other vocational training. Fifty individuals will be directly placed into employment. Of the 165 people who enter the program at some point, 100 (61%) will complete to employment. The retention rates are expected to be 65% for 30 days, 45% for 60 days, and 45% for 90 days.

Evaluation Design

An independent evaluator with experience in establishing a data gathering plan, performance standards, and pre- and post activity evaluation will be responsible for overall project evaluation. The goal of the evaluation will be to identify factors and variables which indicate close correlation with successful placement and retention. Standard statistical and analytical techniques will be used to ensure reliability of data.

COUNTY OF SUFFOLK

Suffolk County Job Training Program for the Homeless

Joseph E. Cavanagh, Commissioner
Suffolk County Department of Labor
455 Wheeler Road (Route 111)
Hauppauge, NY 11788
(516) 348-2000

Project Description

The Suffolk County Department of Labor (SCDOL) program will be replicable in any jurisdiction or area served by the JTPA system. A holistic, case management approach will be utilized. The SCDOL will provide case managers coordinating all necessary services, using a wide array of local organizations to assist applicants with their shelter and service needs. The "whole person" concept of service delivery will be employed by contributing agencies, providing asssistance within their purview and eliminating duplication. All applicants will be processed through the Intake and Assessment Units at SCDOL offices or during outreach at various local agencies or shelters. Once eligibility has been determined, the homeless client will be provided with an assessment of current and potential skills and an overview of the local job market. An individual career plan will be developed, with applicants placed in as many training components as needed to increase their employability, including orientation towards high demand occupations and non-traditional employment for female applicants. The career plan will include time-frames for each assignment phase. Those applicants who do not need additional training or services will be referred directly to employers for unsubsidized employment. An employability workshop, ranging from one day to one week, will teach job search and interviewing skills. Vocational training will be provided through contracts with local educational institutions. On-the-job training will be provided by employers who will be reimbursed for 50% of wages. Work experience, supportive service payments, and basic education will be provided as necessary.

Population Served and Expected Outcomes

Of the 130 individuals who will be served, 114 will eventually enter a job search mode and 70% of these individuals will be placed in unsubsidized employment. The remaining 16 individuals may need extensive remedials services and will be transferred to a JTPA Basic Skills Program for subsequent courses with 50% of participants completing remedial training. The planned retention rate for those in jobs after 13 weeks will be 65% for those on public assistance and 78% for non-welfare individuals.

Evaluation Design

All activities and outcomes will be recorded in a computerized management information system. Case managers will also keep information so a complete qualitative, as well as quantitative, evaluation can be conducted. All required evaluation reports will be delivered on a timely basis.

CHILDREN'S HOUSE

Career Coordinator Project

Richard P. Dina, Executive Director
Children's House
100 East Old Country Road
Box 510
Mineola, NY 11501
(516) 746-0350

Project Description

Children's House, Inc. provides two temporary housing services called "Walkabout" for runaway and homeless youth. Located in Bethpage and Freeport, New York, this project will expand current services to emphasize vocational and educational areas thus enabling the youth to support themselves in independent living. Career Coordinators will meet with youth upon their entrance into Walkabout to begin an assessment of their educational and vocational abilities. The development of linkages with JTPA funded programs and other remedial and training programs in the community will serve as the basis for comprehensive services. Bi-weekly workshops will be conducted in each residence by the Career Coordinator on a wide variety of job topics. Placements will be developed through the Career Coordinator in conjunction with various businesses in the Long Island community, as well as placement services within other vocational training programs. The goal of the project will be to ensure that whatever support services are required by the youth to maintain his/her job will be provided. These services will be provided while the youth is in the residential program as well as for the first six months following their discharge to the community.

Population Served and Expected Outcomes

The target population of the Career Coordinator Project is homeless youth, male and female, ages 17-20. Ten youth will enroll in G.E.D. classes and 7 will secure their high school diploma. Ten youth will enroll in vocational training programs or on-the-job training positions. Four youth will attend college on a full or part-time basis. Seventy percent of all youth assisted by the Career Coordinator to complete their education or to secure training will remain in these positions for at least the first 16 weeks following discharge to the community.

Evaluation Design

Base line statistics will be secured to assess the success of the project. The Career Coordinator will work full-time to test project effectiveness.

CITY OF SYRACUSE, OFFICE OF DEVELOPMENT

Homeless Assistance Act Demonstration Program

Terence J. Dolan, Director of Grants Management
Syracuse Job Training Partnership Agency
217 Montgomery St.
Syracuse, NY 13202
(315) 473-2773

Project Description

The major goal of this project is to assist the homeless population in the City of Syracuse to develop employment skills which will enable them to find permanent jobs in growth industries. The program will operate with two linked components. One will emphasize the delivery of pre-employment and basic skills and GED preparation to youth. The other component will emphasize the delivery of many of the same services to adults over 21. Both components will provide classroom training, on-the-job training, and support services to eligible homeless people. Assistance in recruitment and support will include many other area agencies and shelters. The first two months of the project will be utilized primarily for outreach, recruitment, and assessment of the homeless population. Following intake, each homeless person will be assigned to a counselor or case manager. Orientation will provide the homeless youth and adults with specific employment and training programs. Pre-employment will improve a client's employability skills and prepare them for classroom training, on-the-job training (OJT), or direct placement into unsubsidized employment.

Population Served and Expected Outcomes

Aproximately 50 homeless youths and adults will be served by the project. At least 75% of those enrolled in OJT or classroom training are expected to be placed in permanent jobs. An overall positive termination rate of 75% is projected. A 60% retention rate after 13 weeks is expected. The cost per placement for project participants is estimated at $3,913. The average length of training will fall between 18 and 26 weeks.

Evaluation Design

Significant resources will be devoted to an evaluation of this project. The detailed content outline of the evaluation report and the preliminary evaluation report will be submitted by the end of the first year of the project and will include data on the aforementioned outcomes. As part of established procedures, all of these data are currently and regularly compiled by SJTPA staff for all employment and training programs operated in Syracuse. If available, data on the number of homeless attaining transitional or permanent housing following job placement will be added to the evaluation. A final evaluation report, encompassing all of the above data, and in cooperation with the National Evaluation of Demonstration Programs' Effectiveness, will be submitted by the project's expiration date.

CUYAHOGA COUNTY DEPARTMENT OF DEVELOPMENT

Employment and Job Training for Recovering Substance Abusing Homeless Persons

Nancy C. Cronin, Director
Cuyahoga County Department of Development
112 Hamilton Ave., Room 312
Cleveland, OH 44114
(216) 443-7280

Project Description

The project participants will be identified by substance abuse counselors upon agreement of the individuals to receive project services. After detoxification, the clients will be admitted to a halfway house where they will be assigned to a case manager. The clients will receive two weeks of pre-employment training. If they are job ready, they will enter classroom training for 12 to 26 weeks; if they are not job ready, they will receive remediation and training. Training options include classroom training or on-the-job training. In some cases direct placement in employment may be possible. It will be the Job Coordinator's responsibility to locate placements, using employers already working within the JTPA program. The employer will also receive training from counselors on understanding and aiding the recovering substance abuser. The case manager will continue to follow the client through assessment, training and placement, and aid the client in locating affordable housing.

Population Served and Expected Outcomes

This project will achieve improved access to job training and pre-employment services, and enhance the economic status and quality of life of the participant. Twenty recovering substance abusing homeless persons, over age 21, will be placed in pre-employment services, remediation and training. At least 15 of these individuals will be placed into full-time employment by the end of 12 months.

Evaluation Design

Initial screening data will be collected by trained staff, and trained interviewers will interview participants on an ongoing basis. The Department will participate in the national outcome evaluation of these demonstration projects and will conduct a local process evaluation of the project. This will include documentation of the implementation process, including barriers and enhancements to project implementation and unanticipated service delivery factors learned. The data will be analyzed, with the social demographic characteristics and service utilization patterns of project participants being determined. An interim report and a final report will be written by the end of the 12 month period.

TOLEDO AREA PRIVATE INDUSTRY COUNCIL

Job Training for the Homeless

James Beshalske, President
Toledo Area Private Industry Council
One Government Center, Suite 1900
Toledo, OH 43604-1530
(419) 245-1530

Project Description

The Toledo Area Private Industry Council (PIC) project will provide comprehensive employment and training services to residents of the eight emergency and transitional shelters in the Toledo area. Employment specialists, located in the shelters, will provide the following comprehensive services to meet the needs of the area's homeless: 1) shelter staff in-service training, a workshop to educate shelter directors on employment and training; 2) in-shelter outreach to recruit and screen homeless persons; 3) pre-employment counseling to help participants gain an understanding of job readiness and determine desirable employment assistance; and 4) in-shelter pre-employment training or referral to employment and training services through a variety of local programs and PIC options. Specific services will be identified upon the development of an Individual Employment Plan. Transportation, clothing and child care assistance are available to program participants until they are able to meet these expenses personally.

Population Served and Expected Outcomes

The reduction of unemployment among homeless persons in the Toledo area will be accomplished through the delivery of high quality comprehensive employment and training services to 125 homeless persons. Seventy-five percent of program participants will enroll in pre-employment training, and 60% of these persons will complete training and be placed into employment. Sixty percent of program participants will demonstrate job retention for at least a 13 week period. A local data base will be created on employment and training services to homeless persons and a demonstrated community partnership to serve homeless persons will be established.

Evaluation Design

Evaluation will be on-going throughout the various levels of service so that alterations can be made to improve program performance where necessary. Pre- and post measurements of client progress, as well as overall project outcomes will be conducted. The Toledo PIC, utilizing its computerized management information system (MIS) will enter data elements on this system and provide ready access to individual and summary data. The PIC conducts annual client follow-up studies on all its placements, so the homeless clients participating in the program who are placed into employment will be included in this sample.

COMMUNITY ACTION COMMISSION OF FAYETTE COUNTY

Family Development Program for the Homeless

Jack M. Hagerty, Executive Director
Community Action Commission of Fayette County, Inc.
324 East Court Street
Washington Court House, OH 43160
(614) 335-7282

Project Description

The Community Action's shelter case worker will use a family development model to help homeless residents of Fayette County move out of poverty. This approach involves helping the family make plans to meet both immediate needs and find long-term solutions to the problems that caused them to become homeless. The shelter program will coordinate with other social service and job training programs. Clients will be enrolled in JTPA and entered into the automated client tracking system. Part of the program will consist of the development of a transitional housing component for homeless people who are involved in job training, who are job seeking, or who have just started a new job. Other services include the development of individual employability development plans, academic assessments, remedial education and support services such as child care and transportation. All clients will be required to register with the local Job Services office. All the services described will be provided in-shelter. Clients can remain in the shelter for up to a year.

Population Served and Expected Outcomes

This project will serve homeless residents of Fayette County. The project will serve 50 family units over a one year period. Seventy percent of the total families served will participate in the employment and training component of the program. Sixty-six percent of the clients in the shelter program will obtain employment within 12 months, and 99% of those clients placed in employment will retain that employment for at least 13 weeks. The average wage for employed participants will be $4.50 per hour. The average cost of entered employment will be $2,175.

Evaluation design

The Ohio Department of Health will evaluate the shelter program on its daily operations and movement of clients into permanent housing. The local Private Industry Council will serve as the project's evaluating agency. The case worker will document all client activities in the program. The computerized tracking program will track the length of time the clients were in training, the cost of the training, the placement rates and average starting wage. Evaluation reports will include the number of those placed in jobs, the average training time and training cost, and the number of clients who retained employment for 13 weeks.

CHARLESTON COUNTY EMPLOYMENT TRAINING ADMINISTRATION

Job Training for the Homeless

John P. O'Keefe, Executive Director
Charleston County Employment Training Administration
P.O. Box 91
Charleston, S.C. 29402
(803) 724-6730

Project Description

The Charleston County Employment Training Administration (CCETA) and the Charleston Interfaith Crisis Ministry (CICM) will act as co-sponsors for this project in coordination with appropriate social service agencies. The project design will be a case management approach in which the participant is guided through all phases of the program. Recruitment and referral will include contact with all shelters, soup kitchens and churches in the area. Once referred, the client will receive orientation regarding benefits and expectations of the program. Assessment will be provided by the existing JTPA employability assessment contractor. For persons not suitable for the program, referrals to other agencies will be made. A team of professionals, including the client's caseworker, will determine the appropriate training activity for each participant. Training will be provided in a facility that is easily accessible from the shelters. Training will last from 18 to 26 weeks in specific high demand occupational areas. If needed, remedial educational training will be available. Extensive support services will also be provided. The entire training component will be provided at no cost to the project. On-site customized training will be provided by employers that agree to hire the successful candidate at the end of training (8-12 weeks). For clients in need of immediate employment, private sector employers will receive reimbursement for wages paid while the client is in training. Caseworkers will be responsible for assisting and acting as advocate for the client in obtaining permanent, unsubsidized employment. These clients will receive referrals to obtain transitional and public housing.

Population Served and Expected Outcomes

Because of the interagency involvement and the case management approach, it is anticipated that the outcomes will be higher than a program of another design. Project goals include 100 clients to be served, with 75 to complete training and 65 of these placed in employment. Forty-eight individuals will be retained in employment for 13 weeks with 30 individuals moving out of shelters.

Evaluation Design

Program evaluation will be provided by the CCETA. A Steering Committee will meet monthly to evaluate the success of the project, supply public relations, and provide solutions to problems that arise. The project will allow the administrative entity to examine the best way to incorporate a homeless project into the existing JTPA delivery system.

AUSTIN/TRAVIS COUNTY PRIVATE INDUSTRY COUNCIL

Demonstration of Team Case Management

Bill Demestihas, Executive Director
Private Industry Council, Inc.
Austin/Travis County, Texas
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Austin, TX 78751
(512) 458-3313

Project Description

The Austin/Travis County Private Industry Council's (PIC) project will demonstrate the team case management approach in serving the unemployed homeless. The project will enhance three components of current Job Training Partnership Act (JTPA) programs for economically disadvantaged individuals by: 1) intensifying outreach, 2) providing funds for housing and mental health interventions to match special needs of homeless individuals, and 3) developing a team case management system. Case managers will be added to the staff of three of the PIC's subcontractors: The Austin Women's Center, serving homeless women; Middle Earth Unlimited, serving runaway and homeless youth; and the Texas Employment Commission, whose job counselor at the Salvation Army shelter serves primarily homeless men. A case management team coordinator at the PIC central office will act as liaison and team builder. These enhancements will enable the PIC to reach and provide the services needed to help homeless individuals to participate successfully in job training and employment.

Population Served and Expected Outcomes

At least 60 homeless men, women and youth will be enrolled in JTPA programs, a greater number than prior to the project. Likewise, at least 60 homeless individuals will complete JTPA training activities. It is expected that the number of homeless adults placed and retained in jobs will increase, as will the number of positive employment-related outcomes for youth (e.g., GED completion). The project also expects to expand the inventory of assessment tools available to JTPA programs.

Evaluation Design

An independent external evaluation team will evaluate the effectiveness of the JTPA program enhancements aforementioned. The evaluation will compare the number of homeless individuals taken into the programs, completing job training and pre-employment service programs, placed in jobs, and retained in stable jobs -- before and after implementation of the project. Special emphasis will be placed on measuring and tracing the influence of mental health and social support interventions provided to encourage success in job training and employment. Finally, the evaluation team will participate with the project staff in identifying areas where local programs can be improved.

FAIRFAX COUNTY DEPARTMENT OF SOCIAL SERVICES

Fairfax County Homeless Demonstration Project

Suzanne C. Manzo, Director
Department of Social Services
10301 Democracy Lane
Fairfax, VA 22030
(703) 246-7732

Project Description

This project will build upon the currently existing team approach to service delivery for the homeless by more completely incorporating an employment component. The project will utilize a case management approach coupled with the coordination of service delivery among local agencies to ensure comprehensive service for the homeless. The Department of Manpower Services (DMS) will be the principal provider of employment and training services. The program's Manpower Case Manager will work with each client for the duration of their enrollment in the project, and will share client service responsibility with the staff of the Transitional Housing Program and the Emergency Shelters. While assisting the client in obtaining employment and housing, the project will provide training programs and employment services, career counseling and personal development training, basic education and literacy training, health care, transportation, community resource education, and child care.

Population Served and Expected Outcomes

Homeless individuals currently sheltered in the county's three homeless shelters, as well as homeless adults participating in the Transitional Housing program are eligible for services through this project. Screening criteria will emphasize the potential participants' likelihood of successful employment. Forty homeless individuals will be served by this project and 32 will enter employment. Participants will be placed into non-seasonal and non-temporary jobs. Occupational areas offering career growth and job security will be targeted. The project benefits will include identification of potentially self-sufficient homeless persons, development of client assessment tools and methodologies, and identification of new resources to be developed which will contribute to client self-sufficiency.

Evaluation Design

Participant progress in the program will be evaluated on a regular basis by the multi-discipline team in order to ensure continued positive program participation. If it is found that clients are not completing steps necessary for obtaining basic services required in the project, they may be terminated. The operation and impact of the program will be evaluated on an ongoing basis through feedback from staff and analysis of quarterly progress and statistical reports. Aggregate data concerning both participation in the project as well as client characteristic data will be generated for evaluation.

SEATTLE-KING COUNTY PRIVATE INDUSTRY COUNCIL

Homeless Initiatives Pilot Project

Alfred L. Starr, Executive Director
Seattle-King County Private Industry Council
Market Place One, Suite 250
2001 Western Avenue
Seattle, WA 98121
(206) 684-7390

Project Description

The principal strategy of this project will be the development and use of a service management team, under the supervision of the YWCA of Seattle-King County, to augment current PIC employment and training services. Case managers will be responsible for offering employment related services to the entire population of their assigned shelters. This will include the establishment of job boards and twice-monthly pre-employment workshops. Workshops will address motivation and self-esteem development, job search techniques, employer expectations, appropriate work habits, resume development, applications, and work related interpersonal relationships. An Employability Development Plan (EDP) will be used to document the participant's training and employment plan. Through sub-contracts with community service agencies and access to current JTPA services, the whole continuum of training options will be open so the most appropriate training for each individual can be provided. The program will assist participants to obtain and retain employment.

Population Served and Expected Outcomes

The project will target homeless minorities and families; however, all homeless individuals may access the system. The Seattle-King County PIC will provide a minimum of 450 homeless individuals with a structured system of pre-employment and support services. Of these, 225 individuals will be enrolled in employment and training programs as follows; on-the-job training (70), job search training (85), short-term occupational skills training (55), English-as-a-second language (5), Youth Comprehensive (10), and basic education in conjunction with other training activities (50). Seventy percent of participants will complete training and 147 will be placed in jobs with an average wage of $5.50 per hour. An additional goal of this demonstration is to integrate employment and training targeted for the homeless into the regular JTPA system.

Evaluation Design

A Steering Committee staffed by the Project Coordinator will oversee program evaluation, coordination, fund development and program advocacy. The collaboration among community organizations, the private sector and government agencies will demonstrate a cost-efficient and comprehensive long-term strategy in coordinating services aimed at reducing the number of individuals affected by homelessness.

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Employment and Training Administration
Washington, D.C. 20210

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